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ABSTRACT

A study of the conditions and resources of teachers sought to assess, through a national survey of 1,789 elementary and secondary school teachers, the degree to which four factors--job resources, decision making, communication with building-level administrators, and correlates of teacher satisfaction and career commitment--affect the teachers' professional performance. Findings indicated that: (1) Teachers do not feel that they receive the resources they need to carry out their jobs effectively; (2) Teachers do not have the opportunity to bring their professional expertise to bear in decision-making; (3) Communication between teachers and building-level administrators is less frequent than desired; and (4) Teachers feel that building-level administrators do not exhibit the characteristics of supportive leaders. This detailed report presents information on the survey methodology, the survey instrument, tabular display of data, and implications for the future of the schools. (CB)

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THE LEARNING WORKPLACE: THE CONDITIONS AND RESOURCES OF TEACHING

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The Learning Workplace:
The Conditions and Resources of Teaching

The education reform movement has been predicated on the assumption that the problem with America's schools is that teachers lack the motivation to teach. Most of the reform efforts enacted by state legislatures over recent years seek to motivate teachers to perform better. These efforts - merit pay and career ladders are two prime examples - are often highly politically attractive, but they fail to address the most critical obstacle to improving the educational system: the characteristics of the learning workplace. Only when we begin to examine the conditions that exist and the resources that are available in this workplace in America's schools will we be able to establish focused and strategic reforms that produce real and lasting improvement.

The education reform plans adopted by many state legislatures advocate practices that the most successful private sector organizations have rejected for over 25 years. Indeed, many proposed education reform plans are inconsistent with the research on effective organizations and effective schools. Rather than creating an atmosphere of cooperation and productivity, these programs result in an atmosphere of conflict and competition.

Effective organizations are consistently evaluating and re-evaluating the conditions of work. In education, we have

tended to ignore work conditions, or assume that problems with work conditions have little consequence on the quality of work. To date, few studies have tried to empirically identify characteristics of teachers' work conditions and their consequences on the work of teaching. This study represents the first national effort to empirically identify the specific problems teachers have with the work conditions of schools.

Academic research and private sector experience has identifed four basic principals of organizational effectiveness:

1. In effective organizations, management defines goals, objectives and priorities to guide decision-making at all levels of the organization.
2. In effective organizations, management assures that organizational members have the resources they need to meet their responsibilities.
3. In effective organizations, management promotes communication and cooperation among organizational members.
4. In effective organizations, management guarantees that organizational members are involved in decision-making.

This study on the conditions and resources of teaching

(CART) sought to assess through a series of survey questions given to a national sample of teachers - the degree to which these four principals guide our nation's schools. To the extent that they do not, we may conclude that school work conditions do not fully promote effective teaching.

Put another way, the guiding question in this study is this: to what degree does the organization of work in schools allow teachers to perform as well as they are can? The issue is not whether teachers are motivated to perform or whether they are capable of performing; the issue is whether teachers <u>can</u> perform given the conditions of work and the resources provided to them to complete their work.

The empirical evidence in this report shows that:

- Teachers do not feel that they receive the resources they need to carry out their jobs effectively.
- Teachers do not have the opportunity to bring their professional expertise to bear in decision-making.
- Communication between teachers and building-level administrators is less frequent than desired.
- Teachers feel that building-level administrators do not exhibit the characteristics of supportive leaders.

This report also presents evidence showing that the conditions of work impact on both teacher satisfaction and

their commitment to teaching as a career. Based on the findings, we conclude that teachers are less satisfied and less committed to their careers when:

- They experience conflictual expectations about their jobs.
- Their roles as teachers are not well defined.
- Administrators are critical and unhelpful rather than supportive.
- They feel excluded from the opportunity to participate in decision-making.
- They are provided with insufficient resources to do their jobs.
- The resources they receive are of an inferior quality.

Throughout this report, we offer recommendations the direction of future reform efforts. We believe that following these empirically based recommendations can bring lasting change - and improvement - to education.

Theme 1: Job Resources

In the rush to embrace motivation as the principal element through which schools might enhance the quality of classroom instruction, education reformers have ignored the basic lesson of decades of research on organizational effectiveness: before a job can be performed effectively, it must be properly designed. To a large extent, the job design of the role of teacher determines just how effective an individual can be as a teacher.

A primary component of any job design is the assurance that incumbents are provided with the resources necessary to carry out assigned tasks. No matter how well motivated people may be, lack of resources will prevent them from accomplishing their job responsibilities. In fact, a lack of resources often results in frustration and ultimately demotivates job holders. This is especially a problem among professionals where entry-level personnel typically begin their careers with a high level of expectations and a high level of motivation to perform.

The lack of resources may lead to any or all of these three possible scenarios:

1. Teachers become scavengers.

Teachers spend disproportionate amounts of time mobilizing the resources they need to perform their jobs effectively. In extreme cases, collecting resources becomes a goal in itself.

2. Teachers use make-shift techniques.

Rather than searching for resources, teachers do without and come up with alternative ways of accomplishing their tasks. Task completion becomes the goal. Quality suffers.

3. Teaching becomes de-professionalized.

Over time, teachers see the lack of resources as an evaluation of their abilities and a not-too-subtle message about the school's recognition of their status.

The end result of these scenarios is a disenchantment with teaching. Lack of resources limits teachers' creativity and ability to do their jobs in a manner that satisfies them. This sense of self-satisfaction with one's own performance is the prime motivating agent in any profession, and it is especially critical in a profession that is as low-paying as teaching.

Lack of resources has a direct impact on teachers'

ability to perform and indirectly impacts on teacher motivation and satisfaction. Indeed, we may expect lack of resources to be linked to such work consequences as stress and burnout. With reformers' compulsion to focus on teacher motivation as a primary predictor of excellence, it is indeed strange that no attention has been paid to the issue of job resources.

The Resources of Teaching

A resource may be thought of as anything needed to perform a job. Each position should be provided with the resources necessary to fulfill the assigned job responsibilities. The failure to provide these resources has a direct and immediate impact on a job incumbent's ability to perform the job, and, ultimately, the lack of resources results in serious personal consequences: dissatisfaction, lowered commitment to the job and stress.

The resources necessary to perform the job of "teacher" may be grouped into five categories:

1. Authority

   Every job requires that decisions be made to complete the tasks assigned to the position. The right to make those decisions is authority. The authority structure of the organization, i.e. who has the right to make what decisions, is a critical component of an examination of resources. A separate section of this report (Theme 2: Decision-Making) discusses this issue.

2. Time and Space

   Each teaching responsibility requires a certain amount of time to fulfill. It is quite

possible to assign a mixture of responsibilities that cannot be fulfilled in the time allotted. In this situation, time becomes a scarce resource and either more time must be allotted or responsibilities adjusted.

In the CART study, five time-related resources are investigated:

- time for counseling
- time for grading
- time for planning
- time for instruction
- time for workshops

Space is a necessary resource in the job of teacher. Where inadequate space is unavailable, job-related problems may occur. Three space resources are included in this report:

- storage space
- activity space
- classroom space

3. Human Support

Few jobs exist in isolation. Teachers must coordinate their activities with others in

order to ensure task completion. For teachers, human support may be thought of as both advice and feedback and assistance. The CART study includes questions about:

- Advice and feedback from administrators.
- Advice and feedback from other teachers.
- Advice and feedback from staff specialists.
- Advice and feedback from formal evaluations.

In terms of assistance, the following teaching resources are studied:

- Assistance from administrators.
- Assistance from staff specialists.
- Assistance from clerical staff.
- Assistance from custodial staff.
- Assistance from teacher aides.
- Assistance from other teachers.

4. Equipment, supplies and materials.

Many teaching activities require the use of various pieces of equipment. The success of these activities depends on the adequacy of the equipment involved. Most teaching responsibilities also depend on adequate supplies and

material.

These resources are covered in the CART survey by questions on:

- classroom supplies.
- A.V. materials.
- A.V. equipment.
- textbooks.
- workbooks.
- other published matter.
- money to purchase supplies.

5. Knowledge, skills and information.

Collecting, storing and transmitting information is a critical part of many jobs. In teaching, access to quality information is essential to continued job performance. In this study, the following knowledge-related resources were surveyed:

- staff development opportunities.
- information from standardized tests.
- information from student files.
- information from teacher's own files.

This study also asked teachers to rate existing sources

of knowledge and skills as providers of the knowledge and skills teachers need to be effective.

Resource-Related Problems of Teachers

The CART study directly addressed the issue of job resources by asking teachers how often the insufficient quantity and the inadequate quality of resources make it difficult for them to perform their jobs. Framing the CART Survey questions in terms of resource-related problems enables us to detect deficiences in the design of the job of teacher. Such questions help us discover which job resources are most problematic and suggest ways of correcting resource inadequacies.

1. Time and Space

Time

--"I'm tired of people thinking I have a 9 to 3 job."

--"Considering all the things I have to do, sometimes I think that I don't have the time to do any one of them effectively."

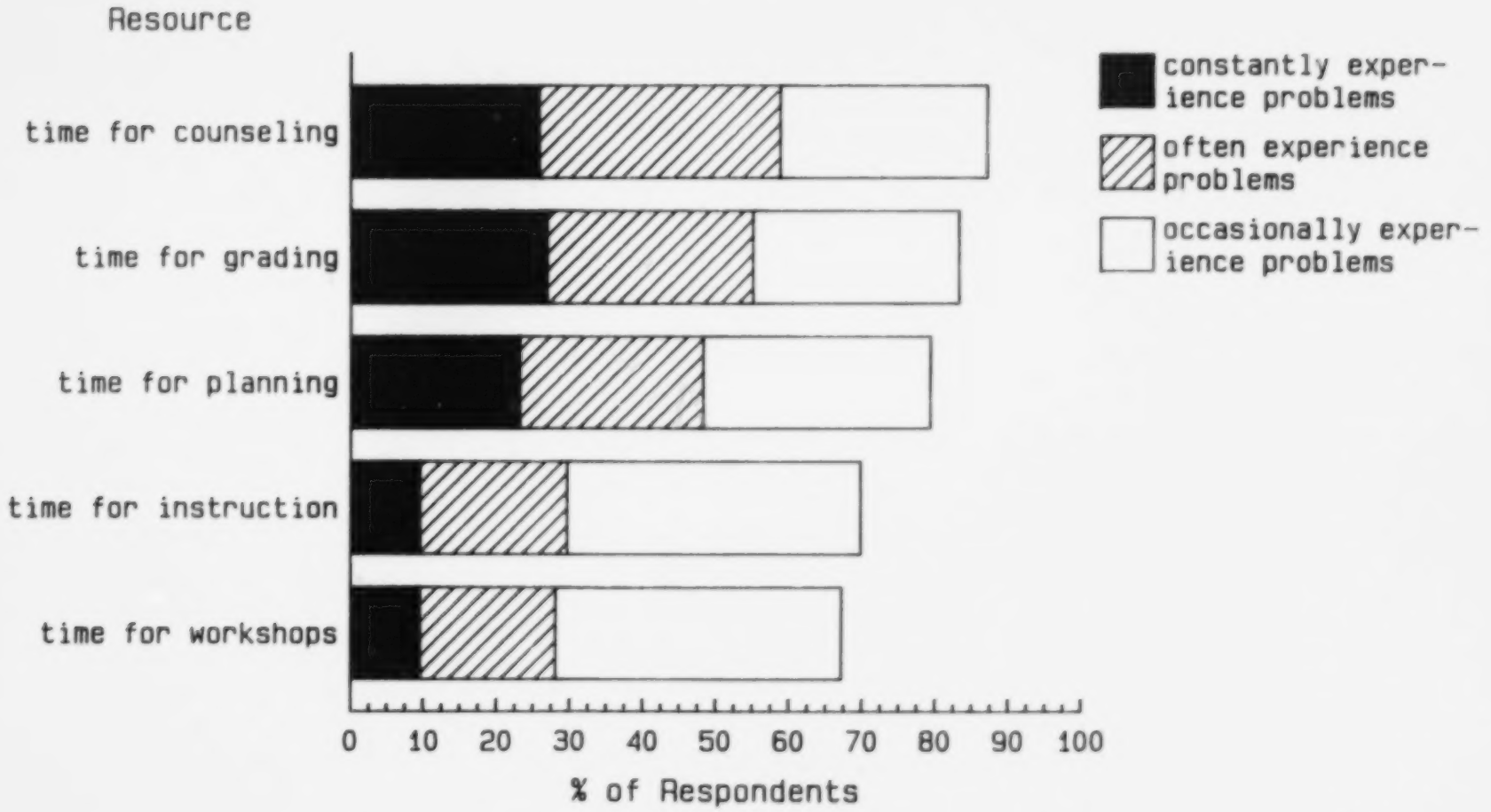
--"It seems that administrators only count the hours teachers spend in the classroom as real time."

One of the primary characteristics of an effectively designed job is that the incumbent is given enough time to complete the responsibilities associated with the job. In professions such as teaching, the incumbent typically has discretion over how responsibilities are distributed over time. Time is an especially important resource in jobs in which day-to-day activities vary greatly and in which problem-solving is a major component. The provision of enough time to perform varied tasks and the discretion to allocate time for task completion are both essential to the success of these jobs. Teaching is such a job.

Findings

Chart 1 clearly demonstrates the importance of time to

CHART 1: QUANTITY OF TIME CREATES PROBLEMS FOR A LARGE PERCENTAGE OF TEACHERS



teachers. Over 60% of teachers report that at minimum they have occasional problems with time. Over one quarter of the respondents constantly experience problems with time for counseling and time for planning, and over 23% constantly have problems with the quantity of time they have for planning activities. Even in time for instruction, nearly 10% of teachers constantly experience problems due to insufficient quantity of time. Another 20% often experience such problems, and 40% occasionally experience problems. A total of about 70% of the respondents, then, experience problems with time for instruction.

Implications for Reform

Clearly teachers are experiencing a large number of problems related to time as a resource. These problems occur not only in such primary activities as instruction, counseling and grading, but also in planning and other support activities. Large numbers of teachers do not have enough time to pursue developmental activities like attending professional workshops and conferences.

These findings imply that we must account for the limited amount of time teachers have to perform their many varied job responsibilities. In terms of designing the job of teacher to be more effective, the following must be taken into account:

- The number of activities required of teachers.
- The number of students each teacher must teach.
- The amount of time teachers have available to them to complete their responsibilities.

Space

--"It's hard to teach in a storage room."
--"I'd like to provide more one-to-one instruction, but in this classroom you can't without disrupting the rest of the class."

One might imagine that with all of the school building closings over the past decade, space would no longer be a critical issue. But space has too often been treated as the number of buildings available for use or the number of classroom in a building. Space as a resource is a much more complex issue. When teachers talk about space, they are typically talking about their immediate work area. For teachers, space includes not only classroom space, but also storage space and the space available for special activities. In teaching, space is an especially important resource since teachers deal with groups of children or adolescents and the maintenance of a proper learning environment implies the flexible use of space. Teachers

must be free to organize classroom space in a variety of ways (e.g., for individual instruction, for small group work, for lectures). Teachers also require a variety of types of space for special activities. In this sense, both the quantity of space and its quality is important.

Findings

Chart 2 shows that nearly half of the respondents to the CART survey have at least occasional problems with the quantity and quality of storage space, activity space and classroom space. Storage space and activity space are particularly critical. Over 20% of the respondents constantly have quantity-related problems with storage space, and over 15% constantly find storage space to be of insufficient quality to meet their needs. Quantity of special activity space is constantly a problem for nearly 16% of the survey respondents, and another 20% often experience problems. Quality of special activity space is constantly problematic for 12% of the respondents, and another 18% find it occasionally troublesome.

Implications for Reform

Teachers can hardly be expected to obtain peak performance if they must deal with space-related problems. Addi-

CHART 2: RESOURCE PROBLEMS - QUANTITY OF SPACE

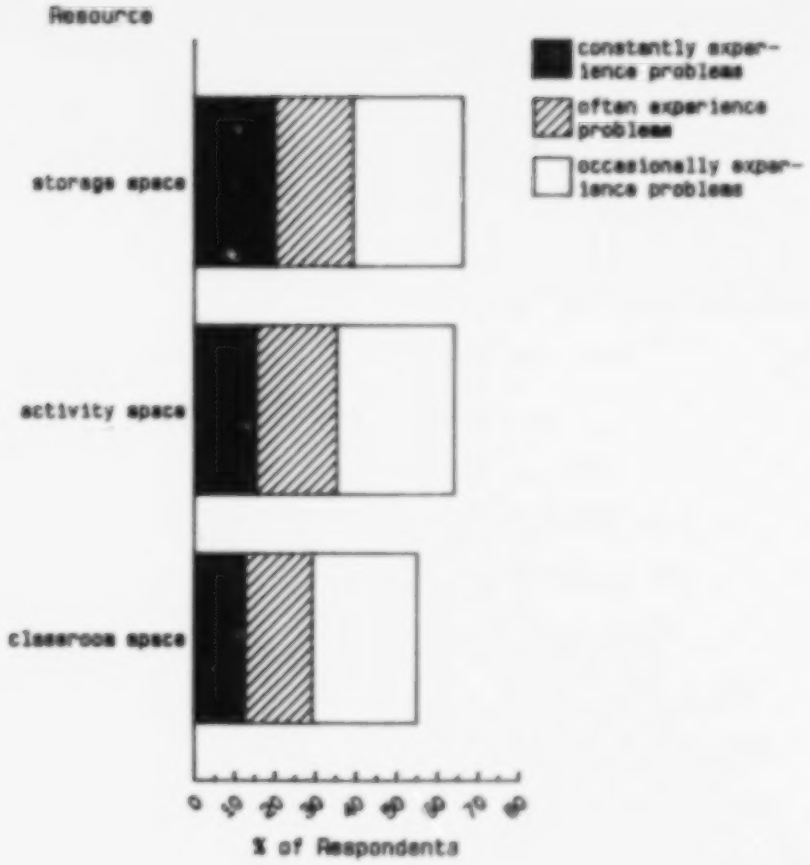
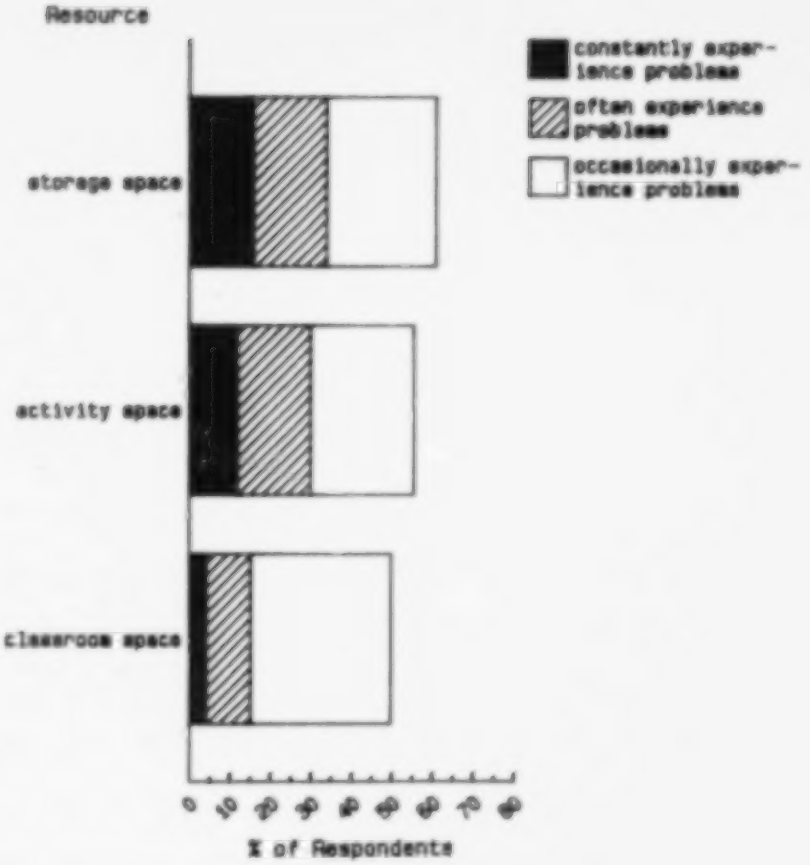


CHART 2: RESOURCE PROBLEMS - QUALITY OF SPACE



tional storage, activity and classroom space is a part of the answer, but responses also indicate that the quality of space must be addressed.

In terms of the design of the job of teacher, then, we must account for:

- The amount of different types of space needed by teachers.
- The number of students each teacher must deal with in a given area of space.
- The quality of different types of space, in terms of matching space available with teachers' needs for space.

2. Human Support

--"My principal always sticks his two cents in when it's not needed, but when I need a minute he's never available."

--"If I didn't have to type my own tests, maybe I'd have more time to grade them!"

--"Teacher 'aide' is a misnomer!"

--"I can never get help by asking for it once - to get the help I need, I have to ask 50 times!"

Human support involves two dimensions: 1) advice and feedback, and 2) assistance. Teachers need advice and feedback. They need new ideas and suggestions from others as well as evaluations of their own activities. Teachers also need assistance from others in the completion of tasks.

Human support is an important resource for teachers. Indeed, the nature of education makes such support essential. Education does not take place in the isolation of a single classroom. Education takes place in schools. Teachers rely on other teachers to prepare students for learning, and over time a student passes through many classrooms. On a day-to-day basis, teachers rely on the assistance of a variety of agents. For teachers to be effective, they must receive this assistance.

Teachers also rely on the advice and feedback from

people in a variety of jobs. Teachers must daily diagnose special situations as they occur, and, in this regard, advice from specialists is particularly critical. A teacher cannot be a "jack of all trades - master of none." In order to service the special needs of students, teachers must look to others for help and guidance.

Findings

Charts 3 and 4 show that respondents report fewer problems with human support resource than with time and space resources. About 50% of teachers have at least occasional problems with the quantity and quality of assistance from building-level administrators, staff specialists and custodial staffs, but assistance from other agents is not as problematic. Even in these cases, only between five and ten percent of the respondents have problems with assistance constantly. A finding worthy of note is that teachers seem to have constant problems with the quantity of assistance from teacher aides. Over 12% of all respondents fall into this category. Apparently either more aides are needed or the work activities of existing aides need to be focused more on assisting teachers.

CHART 3: RESOURCE PROBLEMS - QUANTITY OF ASSISTANCE

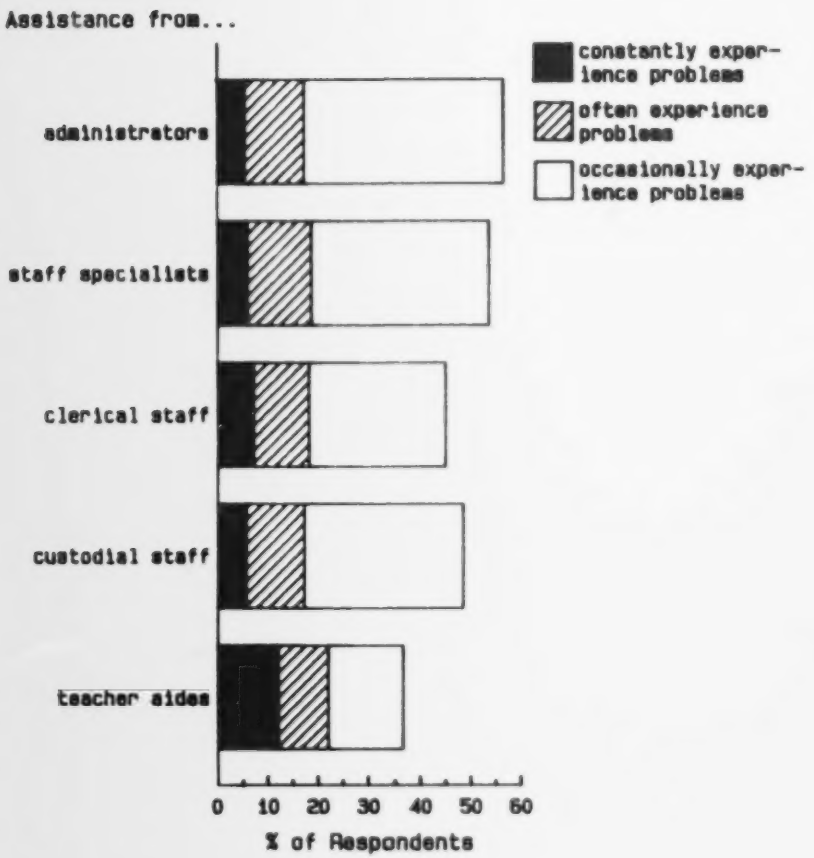


CHART 3: RESOURCES PROBLEMS - QUALITY OF ASSISTANCE

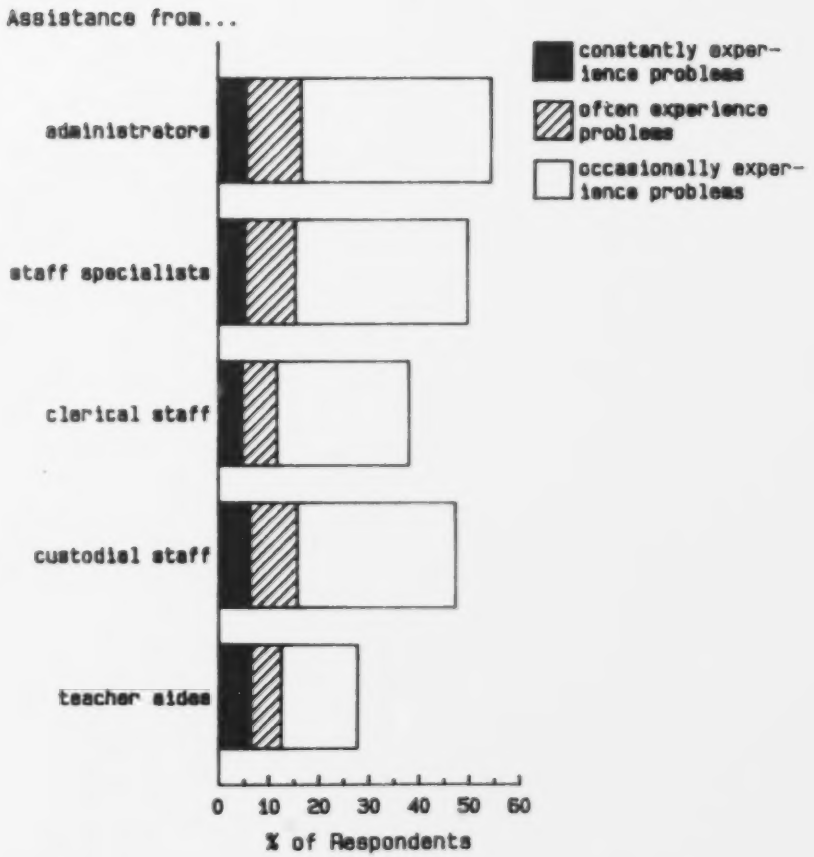


CHART 4: RESOURCE PROBLEMS -
QUANTITY OF ADVICE AND FEEDBACK

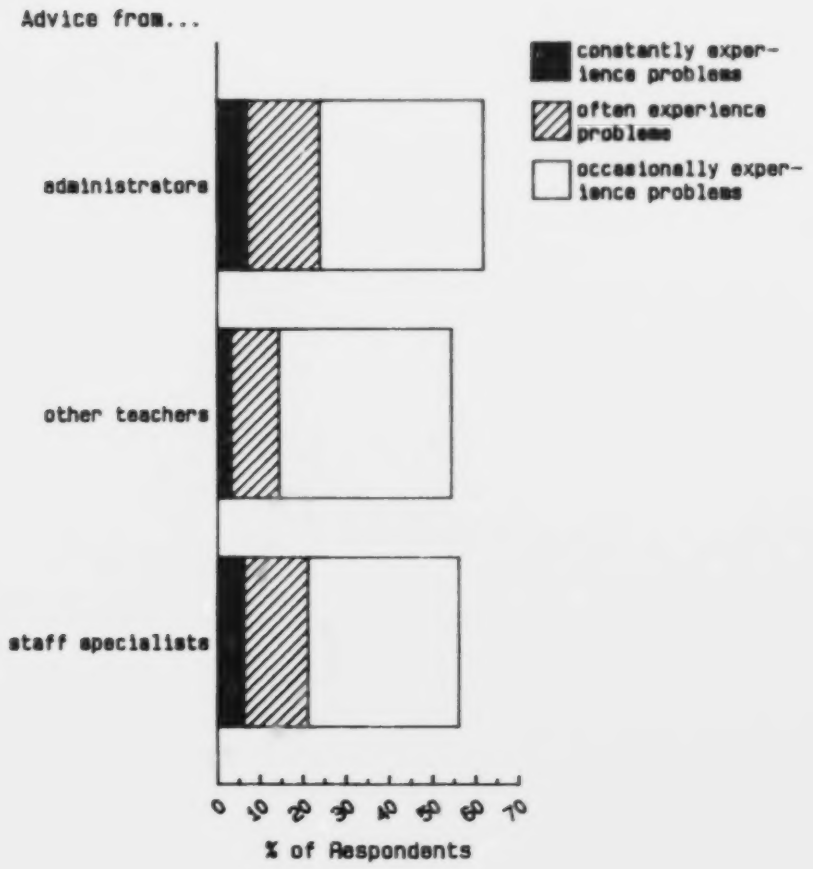
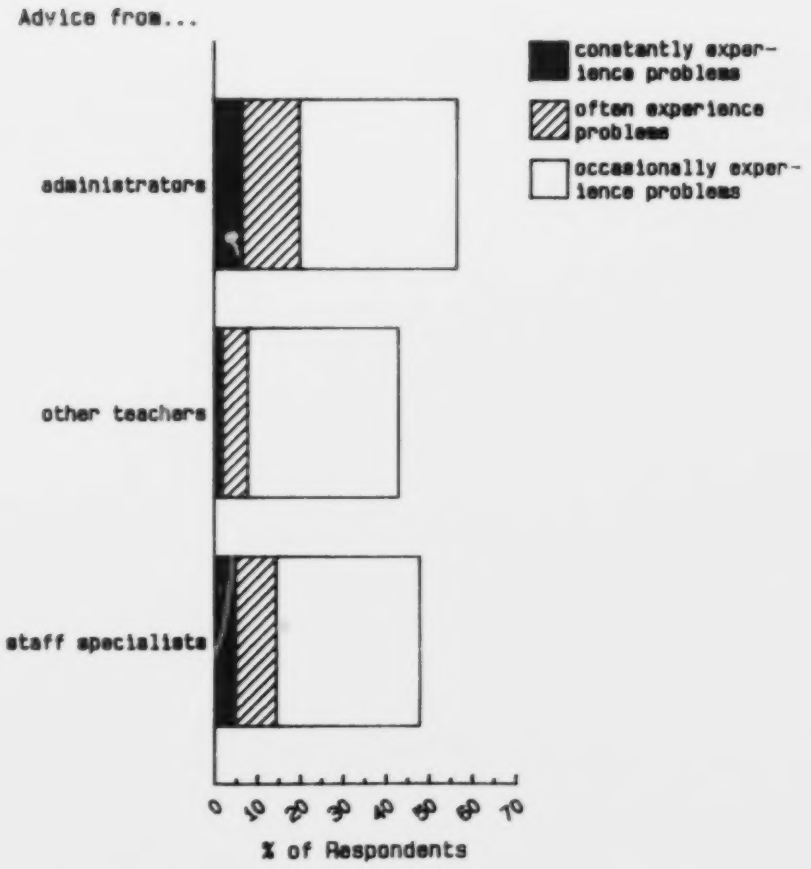


CHART 4: RESOURCE PROBLEMS -
QUALITY OF ADVICE AND FEEDBACK



The results for advice and feedback resources are similar, but a greater percentage of teachers have at least occasional problems obtaining advice and feedback from administrators and staff specialists. About 7% of teachers constantly experience problems with quantity and quality of advice and feedback from building-level administrators, and nearly that percentage experiences these problems with specialists. Fewer problems are experienced in terms of advice and feedback from other teachers, though about half of the respondents have at least occasional problems with quantity and about 40% with quality of this resource.

Implications for Reform

Teachers must be able to rely on others for assistance and counsel if the job of teaching is to be effective and if individual teachers are to grow professionally. Assistance appears to be more problematic than advice and feedback, though the percentages of teachers experiencing problems are not dramatically high. But in judging the importance of these findings, one must ask: Is it acceptable to expect 5, 7, or 10% of all teachers to do without adequate support from other agents in their school? Can teachers perform the duties of administrators, specialists, and custodians and still be as effective in their own jobs as they can be?

It may be the case that small percentages of teachers have problems with human support, or it may be that respondents have merely become accustomed to doing not one, but two or three jobs themselves. In any case, the effect on the quality of education may be staggering. If these consequences are to be avoided, we must:

- Provide adequate support services for teachers in terms of the quality and quantity of assistance.
- Create mechanisms that permit enhanced communication between teachers and other agents for the purpose of allowing them to seek and obtain advice and feedback.
- Monitor the training and assignments of aides and other support staff to be sure the type of assistance available to teachers matches their needs.

3. Equipment, Supplies and Material

--"I don't mind waiting for things like colored paper, but more often than not I have to buy things like that myself if I want to use them in class."

--"By the time the film I ordered on Gettysburg came in, we were studying the Cold War!"

When we think of "resources," we automatically focus on equipment, supplies and materials. More often than not the two are equated, and factors like assistance, space and time, and knowledge are ignored. At a certain level, equipment, supplies and resources represent the most basic tools of teaching. Each classroom is outfitted with textbooks, workbooks, chalk and erasers. Creative teaching requires these resources in appropriate quantities and qualities.

Findings

Chart 5 shows that at least 40% of all respondents occasionally experience problems with the quantity and quality of equipment, supplies and materials. However, fewer than 10% of teachers report constant problems with any of these resources except "money for supplies." About 15%

CHART 5: RESOURCE PROBLEMS -
QUANTITY OF EQUIPMENT, SUPPLIES AND MATERIAL

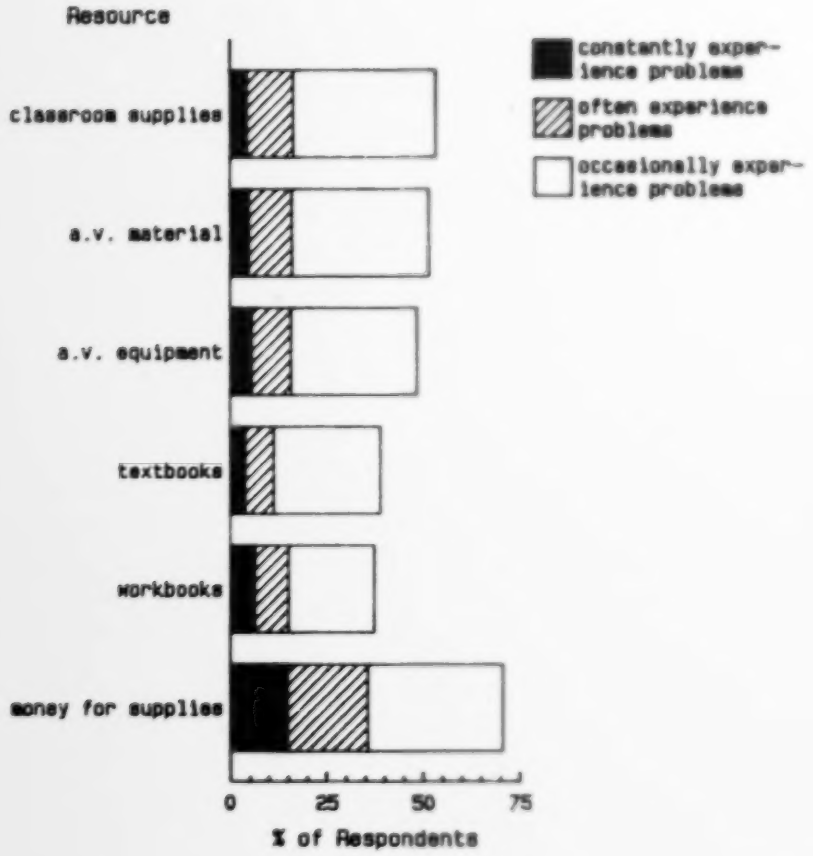
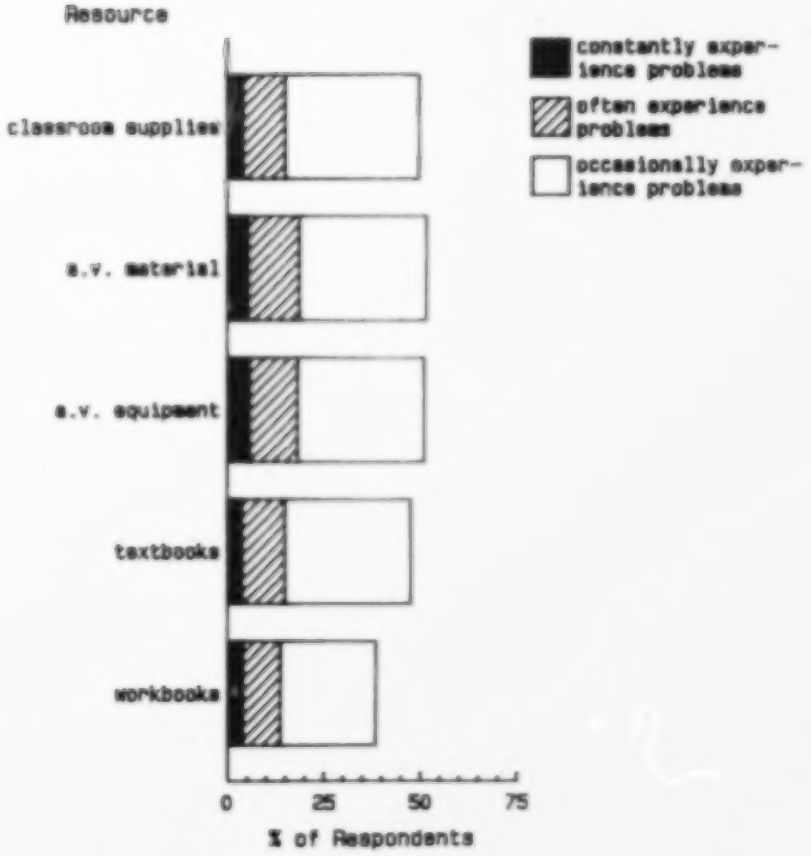


CHART 5: RESOURCE PROBLEMS -
QUALITY OF EQUIPMENT, SUPPLIES AND MATERIAL



of the teachers responding constantly experience problems obtaining money for supplies, and another 20% often experience this problem. This implies that teachers have difficulty obtaining special supplies even when they are willing to obtain them themselves.

Implications for Reform

Problems with the quantity and quality of all categories of equipment, supplies and materials are few, based upon the survey results, except for the category involving obtaining money to purchase supplies for special purposes. Either teachers are by and large getting the supplies they need to perform their jobs, or they have become accustomed to receiving less than they need and they have adjusted their methods to account for this.

Once again, however, we must raise the question of whether it is acceptable to have 10 or 15% of our nation's teachers often or constantly experiencing problems with the quantity and quality of a resource. As compared to other resources, it is relatively easy for schools to take steps to assure the adequate supply of equipment, supplies and materials, and in many senses it is the very least schools can do to promote effective teaching. Teachers should not have to "make do" with what they have or purchase supplies themselves. Their schools should provide them with

the tools they need in a timely fashion so that they may do the best jobs they can. Thus:

- Schools must provide ample quantities of equipment, supplies and materials.
- These resources must be of appropriate quality so that teachers may use them without apprehension about their safeness or durability.
- Schools should maintain adequate funds for the purchase of special supplies and materials so that teachers need not restrict their methods to those that can be used with "whatever's around."

4. Knowledge, Skills and Information

One definition of effective teaching is the skilled transfer of knowledge and information to students. All schools expect their teachers to have an adequate base of knowledge in their specializations. Schools they expect qualified teachers to have mastered of those skills that are critical to the art of teaching.

A great deal of attention has been placed on the knowledge and skills of entry-level teachers. But it is seldom understood that teachers begin their careers with only a core of knowledge and skills. Truly successful teachers are teachers who are constantly developing and building on this core throughout their careers. In this context, schools must provide opportunities for staff development and support the continued training and education of teachers.

Findings

About 7% of the respondents to the CART survey experience problems with the quantity and quality of staff development opportunities provided by their schools. Another 14 to 15% often experience such problems, and about 33% occasionally have problems. In total, then, over 50% of the teachers experience problems with the quantity and quality

of development activities, a finding that warrants considerable attention if we are to be concerned with the quality of teaching.

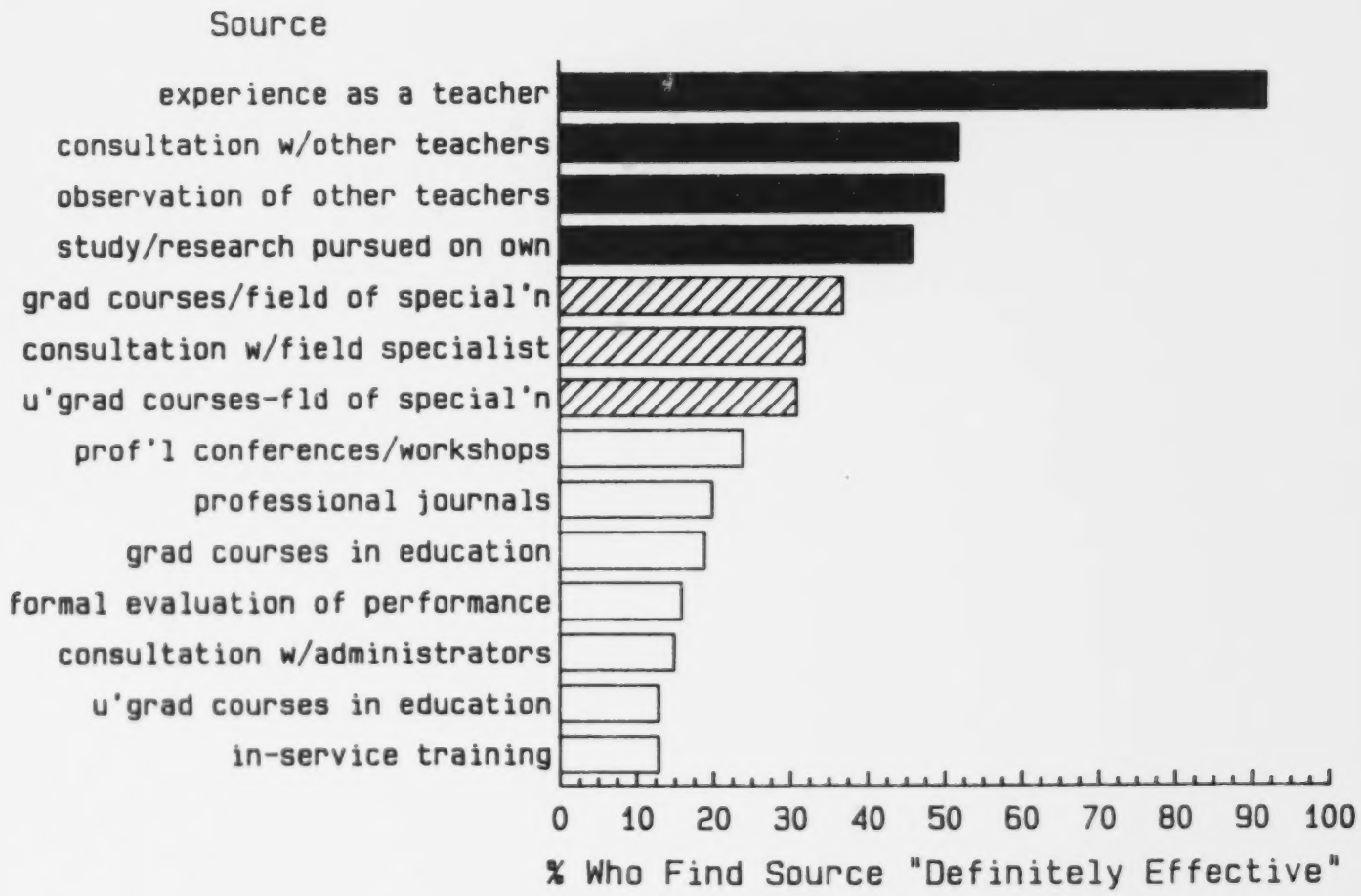
Implications for Reform

Something is wrong with the development opportunities provided by schools for their teachers. If half of our teachers are experiencing problems with this resource, we can hardly expect them to be effectively developing their core of teaching knowledge and skills.

One of the reasons that development may be so problematic is that professionaldevelopment opportunities take inappropriate forms. In a very real sense, teacher development programs are structured on non-empirical assumptions about the best sources for development.

The CART Survey provides the empirical data long needed. The survey asked teachers to rate the effectiveness of a variety of sources of job-related knowledge and skills. Chart 6 shows some provocative responses to this question. Far and away the most effective source of job-related knowledge and skills is experience. Consultation with other teachers and the observation of other teachers rank second and third, with about half of the respondents deeming these "definitely effective" sources. Study and research pursued by teachers on their own ranks fourth, with about 46% of the

CHART 6: "EFFECTIVE" SOURCES OF JOB-RELATED KNOWLEDGE AND SKILLS



respondents rating this "definitely effective." Teachers also rate courses and contacts in their academic specialty highly: Between 30% and 40% of the respondents rate these as "definitely effective" sources of knowledge and skills.

In contrast, two traditional professional development activities regularly promoted by schools, inservice training and attendance at conferences and workshops, are rated as effective sources by relatively few teachers. Only 13% of the respondents find inservice training programs provided by their schools as "definitely effective," and 24% find professional conferences and workshops effective.

Apparently, teachers do not feel that their administrators are effective sources of knowledge and skills either. Only 15% rate "consultation with administrators" as "definitely effective," and 16% rate formal evaluation as effective.

These findings suggest that we must re-assess the mechanisms through which professional development is achieved. Reliance on workshops and in-service training, at least as they exist today, simply does not appear to be effective enough. Considering the millions of dollars spent on development each year, these findings suggest that more creative mechanisms are needed. A wider array of development programs would be more appropriate, relying on the more effective sources of knowledge and skills.

To assure that teachers are afforded the best chances

to continue to acquire knowledge and develop skills throughout their careers, then we must:

- Provide entry-level teachers with an internship period during which they can accumulate knowledge and skills through experience.
- Develop the mechanism to permit increased levels of interaction between teachers and encourage these activities.
- Take positive steps to legitimize increased interaction between teachers by developing peer assistance programs.
- Provide teachers with study and research sabbaticals and increase tuition support for these purposes.

Theme 2: Decision-Making

Organizational effectiveness is directly linked to how well individuals in an organization make decisions. In every organization decisions are made daily about the conduct of work, the distribution of resources and short-term goals. Less frequently, decisions are made about the mission of the organization, the use of buildings and facilities, and the assignment of staff. Who makes these decisions is governed by the organizational structure and the manner of behavior exhibited by leaders.

Research has shown that in effective organizations, decision-making is typically a decentralized process. A highly participative decision-making process yields more complete and accurate information upon which to base decisions. That is, employee participation gives managers access to the critical information from which management is typically divorced on a day-to-day basis. Furthermore, because participation gives employees an opportunity to be involved in problem-solving, they become more committed to the solution chosen, and may work harder to achieve desired results.

Increased participation enhances the degree of consensus existing in an organization and provides employers with a high level of information about the goals and objectives of the organization. Over time, researchers maintain,

participation results in higher levels of satisfaction, increased cooperation, lower levels of turnover and absenteeism, and reduced stress.

Alternatively, a highly centralized decision-making system where few individuals retain control over organizational decisions may breed suspicion, contempt and a general dissatisfaction with work. Particularly in organizations populated with professionals or highly skilled individuals, powerlessness and lack of control over the work environment may be demoralizing and eventually lead to the collapse of the generally innovative, almost intrepreneurial spirit professionals bring to their jobs. The malaise and dissatisfaction that results, needless to say, can have a devastating impact on the overall quality of an organization.

Decision-Making in Schools

Given the importance of the decision-making structure to organizational effectiveness, it is bewildering that education reformers have not dealt extensively with this topic. Teachers, as professionals, should be highly involved in the decision process in schools if peak quality is to be attained. In particular, teachers should be highly involved in goal-setting, in decisions concerning the work processes in schools, and in decisions governing resource use and allocation. As experts and holders of the most accurate information on the education process in their organizations, teachers should be given the chance to contribute through their involvement in decision-making. Such involvement would make for effective change and growth toward excellence.

The CART Survey sought to examine the extent to which teachers actually have the opportunity to participate in decisions.

1. Opportunity to Participate in Decision-Making

In the CART survey, teachers were asked to describe how often they have the opportunity to participate in decisions. The decision areas surveyed fell into five groupings:

1. Organizational policies
   - staff hiring
   - standardized testing policies
   - budget development
   - expenditure priorities
   - planning use of facilities

2. Student-teacher interface
   - student rights
   - student discipline codes
   - grading policies

3. Teacher development and evaluation
   - staff development opportunities
   - evaluation of own performance

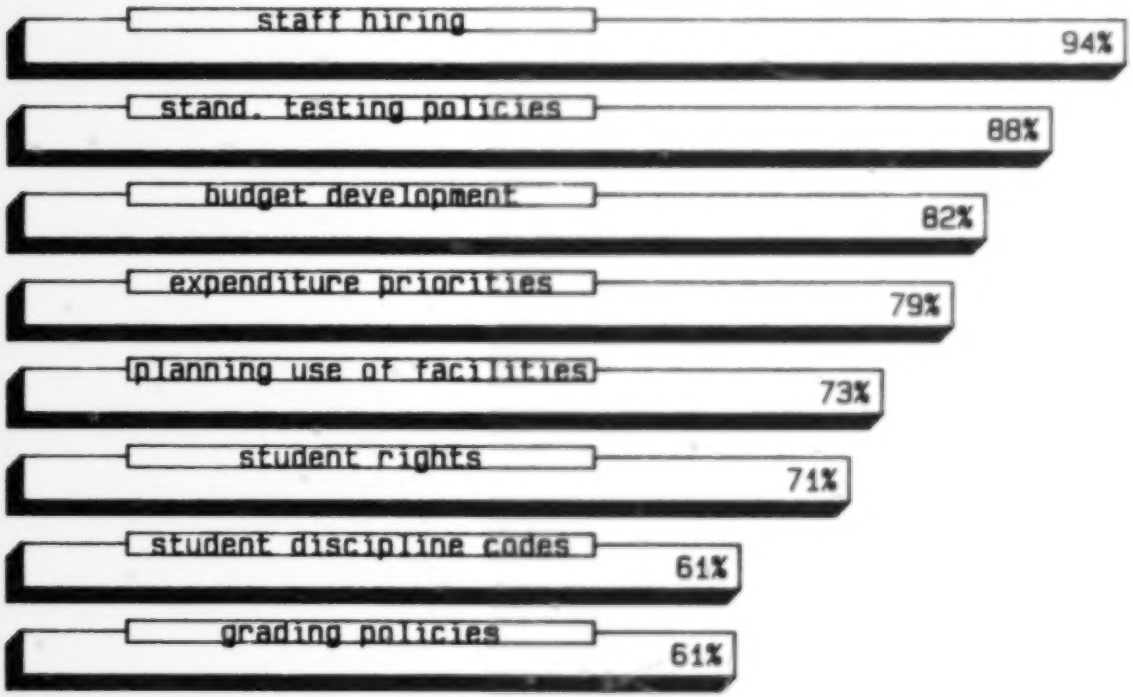
4. Work allocation
   - school assignments
   - grade/subject level assignments

5. Teaching process
   - what to teach
   - texts available for use
   - texts used in own class
   - how to teach

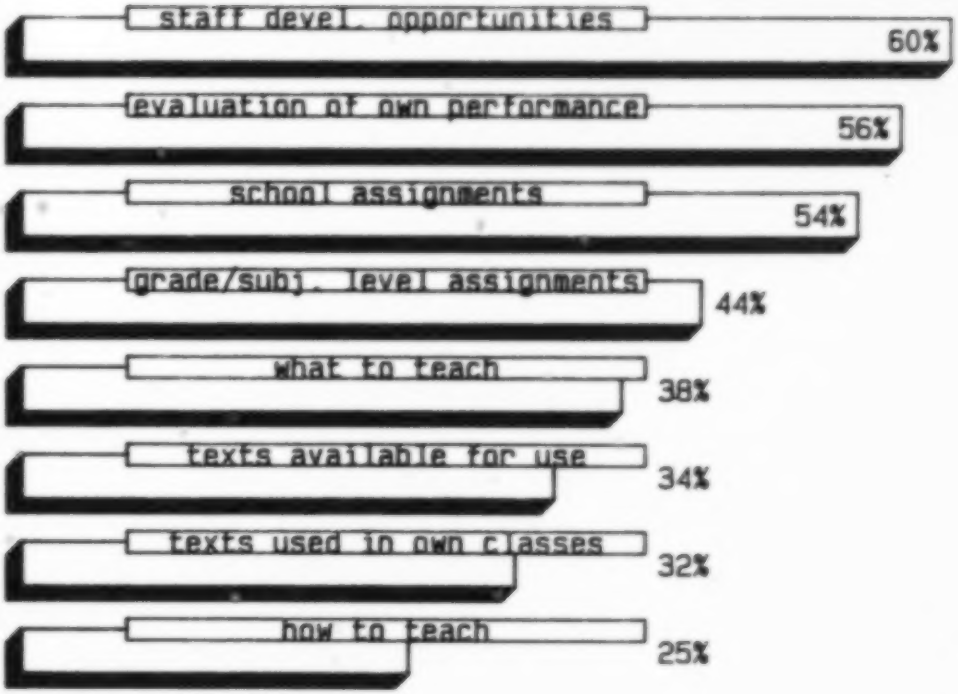
Chart 7 displays a summary of the results on the question of the degree to which teachers have the opportunity to participate in decision-making. Specifically, the chart shows the percentage of teachers who "seldom or never" and "occasionally" have the chance to participate in the decision-making process.

Very few teachers feel that they have more than an occasional chance to participate in decisions or organizational policies. At least three quarters of the respondents feel they have little chance to participate in decisions in all five areas; as many as 94% feel this way in regard to staff hiring decisions. This may not seem alarming since the organizational policy issues are often thought of as traditional management issues, but recall that teachers were not asked to indicate how often they had sole discretion over decisions or sanctioned authority to make decisions. They were merely asked how often they have a chance to participate. In this light, it seems that teachers are given an extremely small chance to excercise their influence on basic school decisions.

CHART 7: TEACHERS HAVE A LIMITED OPPORTUNITY TO PARTICIPATE IN DECISION-MAKING



Numbers refer to the percentage of teachers who "seldom or never" or "occasionally" have the opportunity to participate in decision-making.



Numbers refer to the percentage of teachers who "seldom or never" or "occasionally" have the opportunity to participate in decision-making.

On the next two decision groups surveyed, the student-teacher interface and teacher development and evaluation, more than half of all respondents report little chance to become involved in decision-making. Over 70% have no more than occasional input into student rights decisions, and over 60% feel that they seldom or occasionally get the chance to be involved in decisions on student discipline codes and grading policies. Nearly 60% have little chance to influence decisions on staff development opportunities, and about 56% feel relatively uninvolved in decisions regarding evaluation.

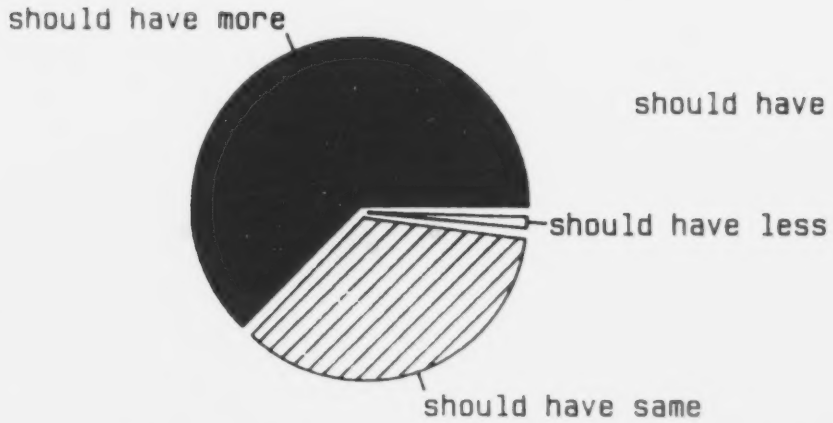
On work allocation issues, teachers appear to be more involved in decision-making, though 44% feel uninvolved in grade/subject level assignments and 54% feel little chance to be involved in the making of school assignment decisions. The results on teaching process decisions are more disconcerting. Teaching process issues are directly related to the day-to-day activities of teachers. Yet about one quarter of the respondents have only occasional chances to be involved in decisions about how to teach, and nearly 40% are only occasionally involved in decisions about what to teach. This is quite surprising.

1. Decisional Deprivation

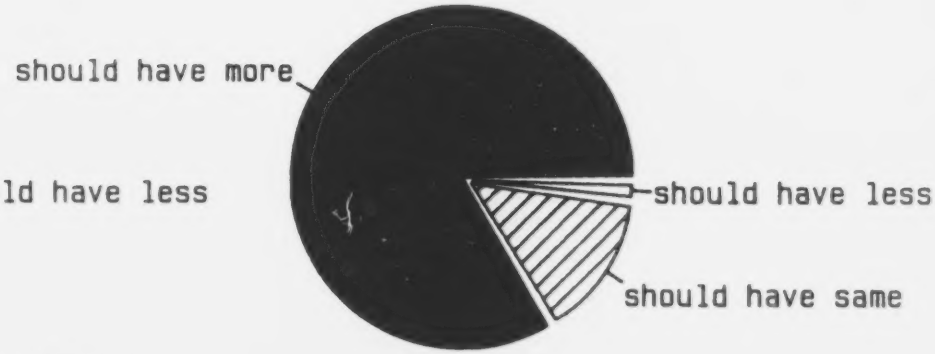
Examining the actual levels of teacher involvement in decision-making, as we did in the previous section, is one way to determine if teachers have appropriate opportunities to participate in school decision-making. But it is more useful to examine decisional deprivation. Decisional deprivation is the difference between the amount of involvement in decision-making teachers feel they should have as compared to the amount they feel they actually have. The resulting measure is the amount of involvement teachers feel that they are deprived of having. Examining decision deprivation measures allows us to directly assess teachers' sense of powerlessness and gauge the likely impact of decision-making practices on effectiveness.

Chart 8 shows the percentage of teachers who feel that they should have more of an opportunity to be involved in decision-making, the percentage who feel their involvement is appropriate as it is, and the percentage who feel that they should have less of a chance to participate in decision-making. For the first group of issues, organizational policies, at least 63% of the respondents report that they should have more of a chance to participate in decision-making on each issue. Nearly 84% want more of a chance to influence decisions over standardized testing policies, while only about 14% feel that their current

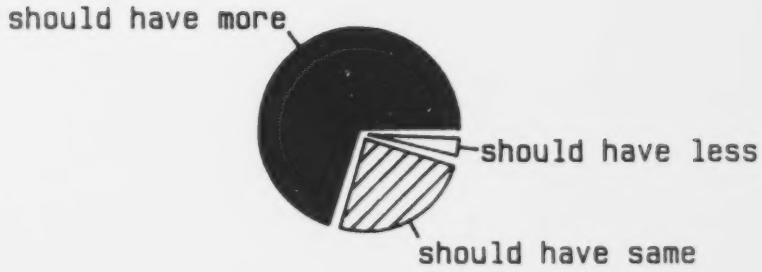
CHART 8: SHOULD TEACHERS HAVE MORE, THE SAME, OR LESS OF AN OPPORTUNITY TO PARTICIPATE IN DECISION-MAKING?



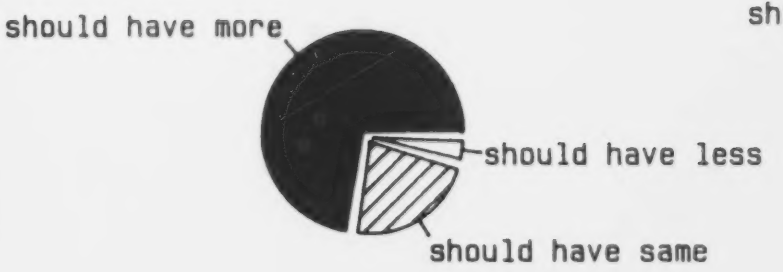
Staff Hiring



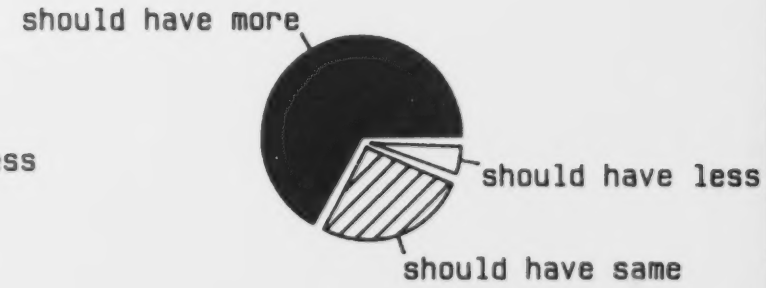
Standardized Testing Policies



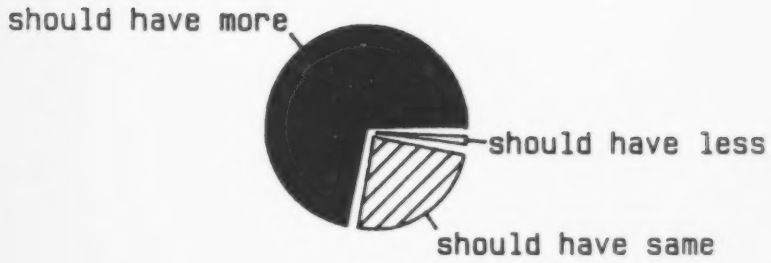
Budget Development



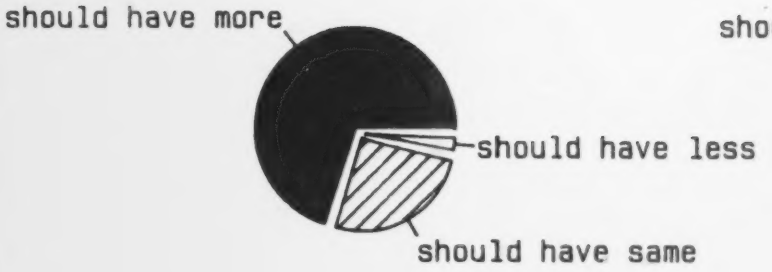
Expenditure Priorities



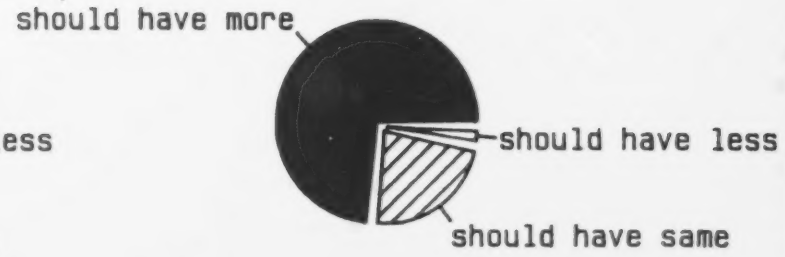
Designing and Planning the
Use of Facilities



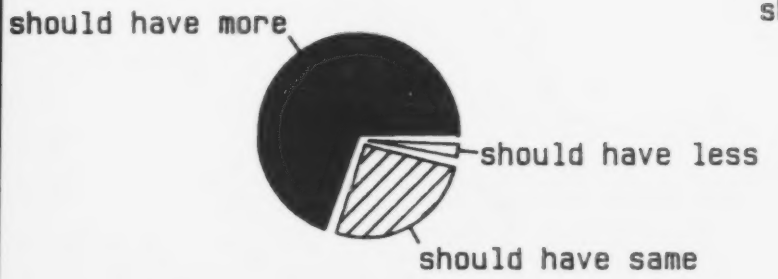
Student Rights



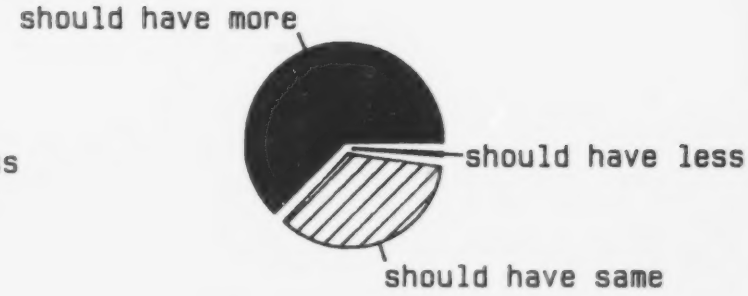
Student Discipline Codes



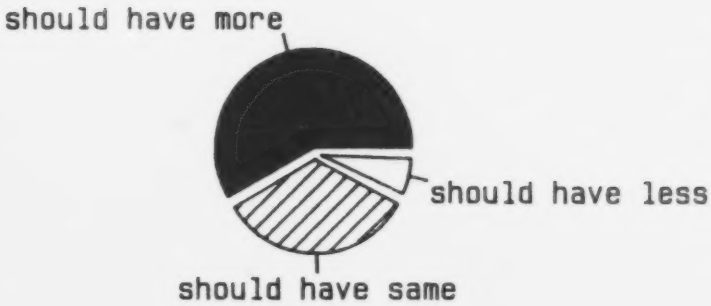
Grading Policies



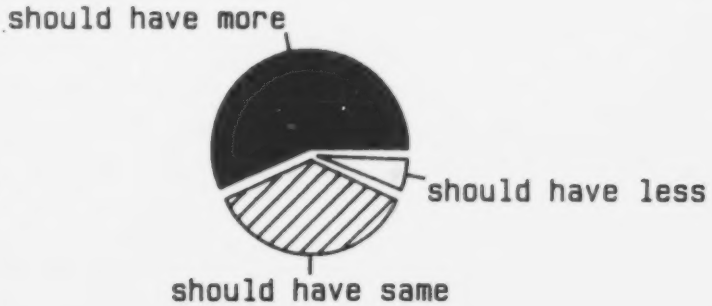
Staff Development
Opportunities



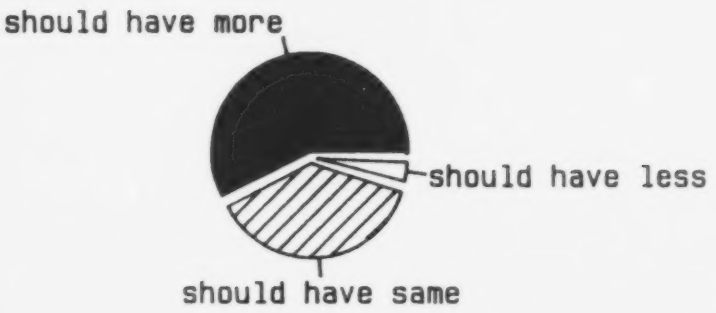
Evaluation of
Own Performance



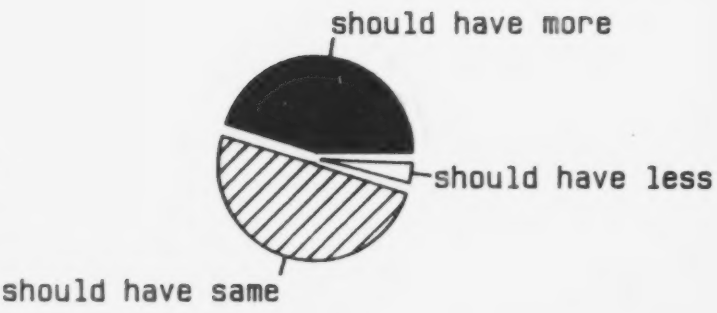
School Assignments



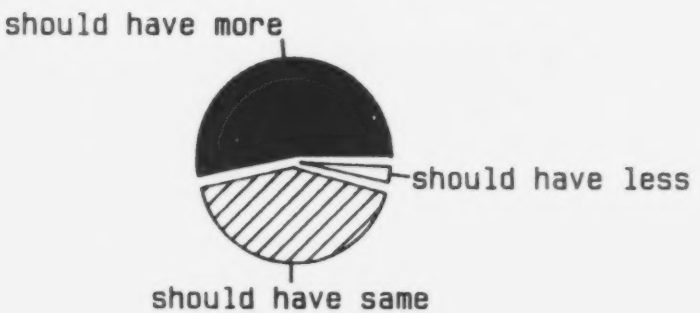
Grade level/
Subject Assignments



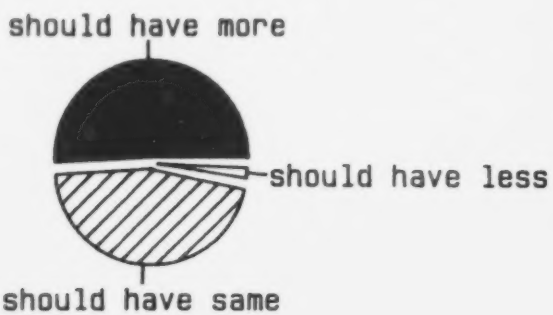
What to Teach



How to Teach



Texts Available for Use



Texts Used in Own Classes

situation is appropriate. About 73% want more involvement over expenditure priorities, 70% on budget development, 65% on designing and planning the use of facilities, and 63% on staff hiring. Few teachers desire less of a chance to participate on any of these issues.

On issues in the student-teacher interface group, over 70% of the respondents want more of a chance to participate in decisions. Roughly one quarter of the respondents feel things are appropriate as they are, and only three or four percent desire less decision-making involvement.

The findings on staff development and evaluation issues again show that teachers prefer to be more involved in decision-making. About 70% of teachers desire more involvement in staff development opportunities, and 63% in evaluation of their own performance. About one quarter of teachers are happy with their current involvement in staff development decisions, and about one third in evaluation.

The CART Survey found similar results on work allocation and teaching process issues, although a much larger percentage of respondents consider their level of decision-making appropriate for these issues. Over 55% of teachers desire more participation in decisions on assignment issues, and nearly 60% desire more say in issues concerning what to teach. Nearly 40% consider their current involvement sufficient in these areas, and half of the respondents find their involvement in decisions concerning how to teach

at an appropriate level. About half of teachers want more decision-making involvement in decisions revolving around the texts available for use and texts used in their own classes.

In sum, the decisional deprivation results demonstrate convincingly that teachers feel that they should have considerably more of a chance to be involved in decision--making. Substantially fewer teachers find their current opportunities to be involved in decision-making appropriate, and relatively insignificant percentages of teachers feel "saturated" with opportunities to get involved.

Implications for Reform

Whenever questions of teacher participation in decision-making are raised, school management seems to react in one of two ways. First, there is the "caring administrator" reaction, epitomized by the administrator who contends that teachers already have so much to do that they do not want to be bogged down with decision-making responsibilities. Alternatively, the "paranoid administrator" reacts by assuming that teacher involvement somehow denies management its decision-making authority.

Data presented in this section demonstrate that, in reality, teachers do desire more involvement in decision-making. These data directly refute the management assump-

tion that teachers themselves do not want to ve involved in school decision-making.

The data presented in this report cannot, however, directly address the assumption that teacher involvement usurps management authority. But it is not the case that increasing teacher involvement means a loss of management discretion over a final decision. Instead, increasing teacher participation may enhance managerial effectiveness by giving managers more information upon which to base decisions.

Increased participation does imply that more people will have an opportunity to observe and evaluate management decision-making skills and, ultimately, to judge the appropriateness of a final decision. Thus the paranoid reaction may be no more than the defensive reaction of an administrator who feels uncomfortable being observed or who would rather not have his or her performance evaluated.

The paranoid reaction reflects an adversarial culture in which power over decision-making is viewed as a zero-sum game. The first step in overcoming this attitude is the education of administrators and teachers alike on the benefits of cooperation and participative decision-making. Participative decision-making can occur within the labor-management relationship. Teachers can be involved in decision-making without becoming de facto administrators, and administrators can seek advice, suggestions and informa-

tion from teachers without giving up their decision-making power or appearing weak. The benefits of the participative process are dramatic, and increased participation can improve the quality of teaching, the quality of administrating, and, in the long run, the overall quality of schools.

To achieve the goal of creating participative cultures in schools, we must creatively learn from the experiences of private sector organizations. Since the mid-seventies, private sector organizations have experimented with every thing from the suggestion box to quality circles. In education, though, these initiatives have been few and far between. We must:

- Educate administrators and teachers about the benefits of participative decision-making.
- Examine the appropriateness of private-sector participation programs for use in schools.
- Encourage experimentation with programs used to create participative decision-making systems.

Theme 3: Communication With Building-Level Administrators

To say that communication is the cornerstone of organizational effectiveness is probably an understatement. Through communication, organizational members share information, set goals and priorities, provide each other with advice and feedback, and evaluate their own and their organization's performance. Communication is integral to the planning process. Communication is vital to coordinating and controlling an organization's many activities. In fact, without communication there would be no organizations at all.

In schools, an important phase of the overall communication process is the communication that takes place between teachers and their building-level administrators. School effectiveness researchers have long concentrated on the importance of principals and other building-level administrators, and there seems to be some consensus in the literature on their central role in school reform.

The effective schools literature suggests that, in effective schools, building-level administrators have frequent interaction with teachers, and frequently offer advice and feedback. The general organizational literature echoes this finding: the "open door" policies of business executives in America's "excellent" companies have been lauded as important elements in achieving organizational

success.

In the previous sections of this report, we have discussed the importance of resources and decision-making to school reform. Implied in these discussions are assumptions about the overall importance of communications. Through communication, teachers seek resources and the organization responds. Indeed, resources like advice and feedback must be transferred through direct communication between organizational members. Likewise, increased participation in decision-making must take place within the overall communications network in schools.

In the context of these earlier discussions, the communication between teachers and building-level administrators should be a central focus of reform. Resources such as information, advice and feedback must be shared by teachers and building-level administrators. Teachers must be permitted to participate in decision-making. Goals and objectives must be set and shared. All of these demand a strong interface between teachers and administrators.

To this end, the CART survey empirically examined the interaction between teachers and their building-level supervisors. Specifically studied were the frequency of interaction, the topics of communication and the nature of communication.

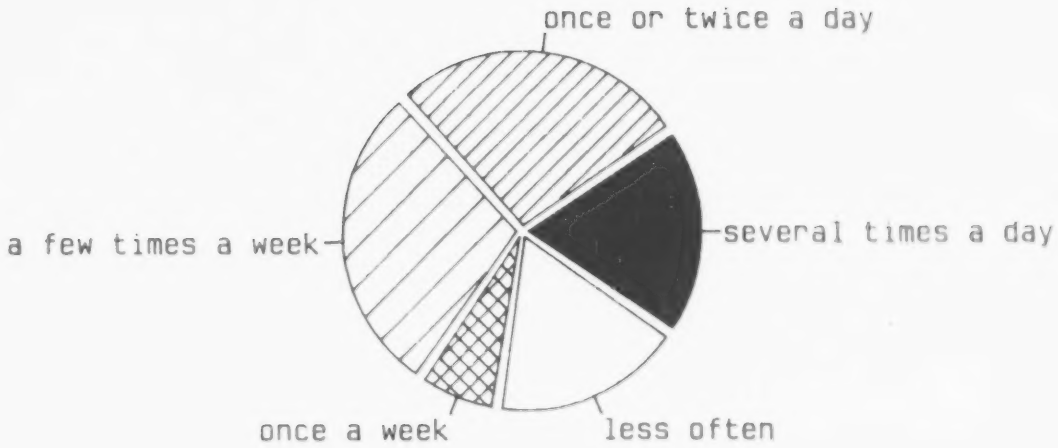
1. Frequency and Content of Interaction

In effective organizations there are few barriers to communication. Interaction occurs relatively frequently. Furthermore, communication is not uni-directional; supervisors initiate discussions with subordinates and vice versa.

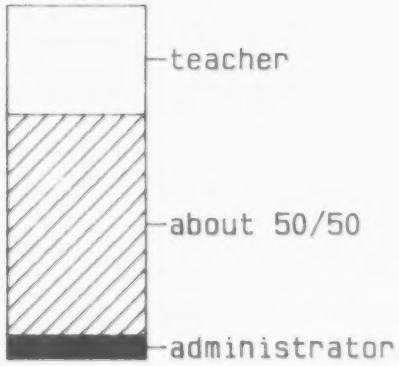
An examination of Chart 9 shows that in schools, about a quarter of the CART survey respondents indicate that they infrequently speak to their building-level administrator. That is, about 7% speak to their administrator once a week, and 18% speak even less often. The chart also shows that administrators infrequently initiate contacts.

To gain further insight into this phenomenon, teachers were asked how often they discuss several different topics with their building-level administrators. Chart 10 displays the results. An examination of this chart shows that teachers only occasionally discuss many critical topics with administrators. For example, nearly 70% of the respondents only occasionally discuss their need for resources with administrators, and nearly 60% only occasionally talk with them about their needs for supplies. About 65% claim to speak infrequently to administrators about school goals. About 85% occasionally discuss their own training needs with their administrators, and about 65% occasionally discuss their performance.

CHART 9: HOW OFTEN DO TEACHERS SPEAK ON A ONE-TO-ONE BASIS WITH BUILDING-LEVEL ADMINISTRATORS?

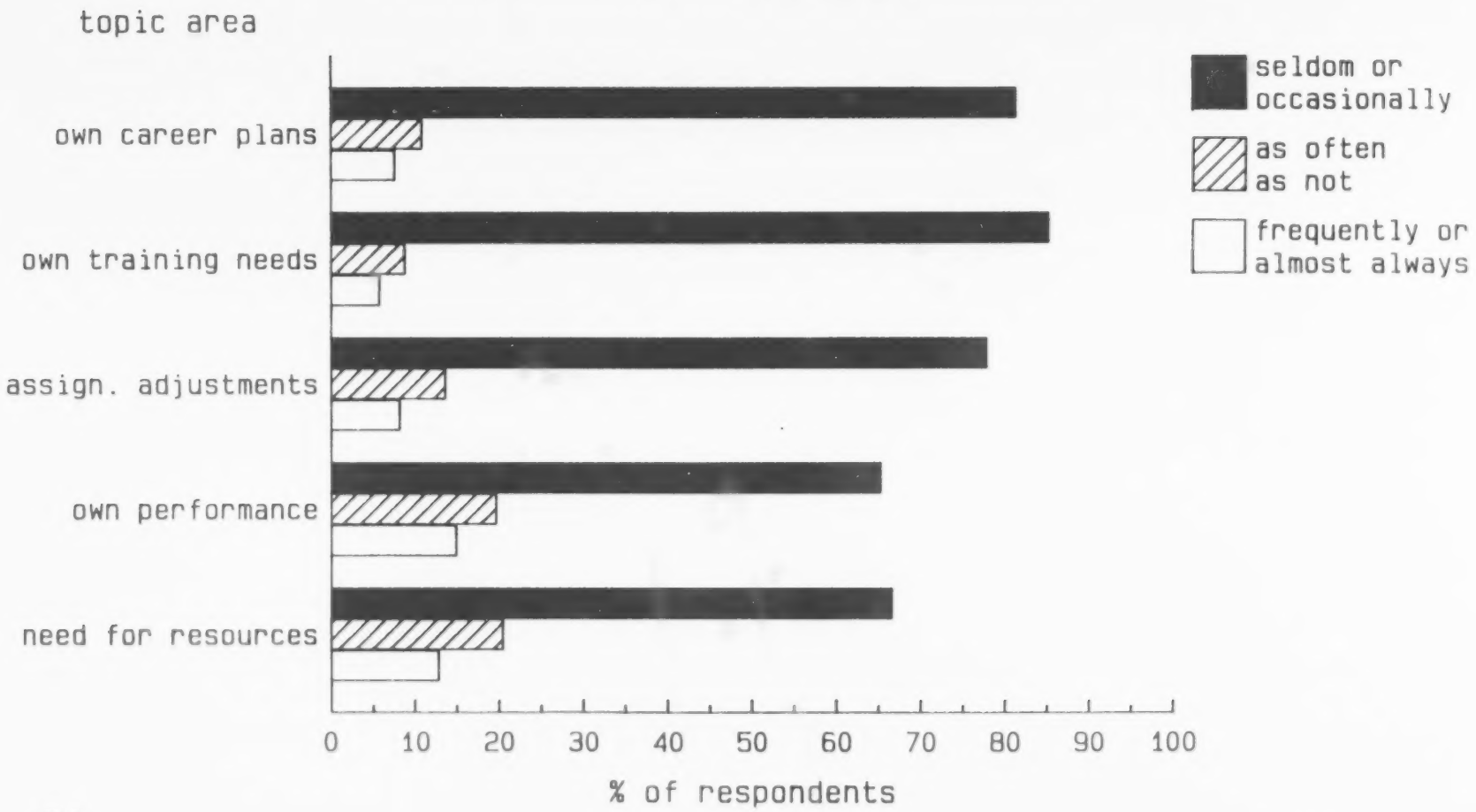


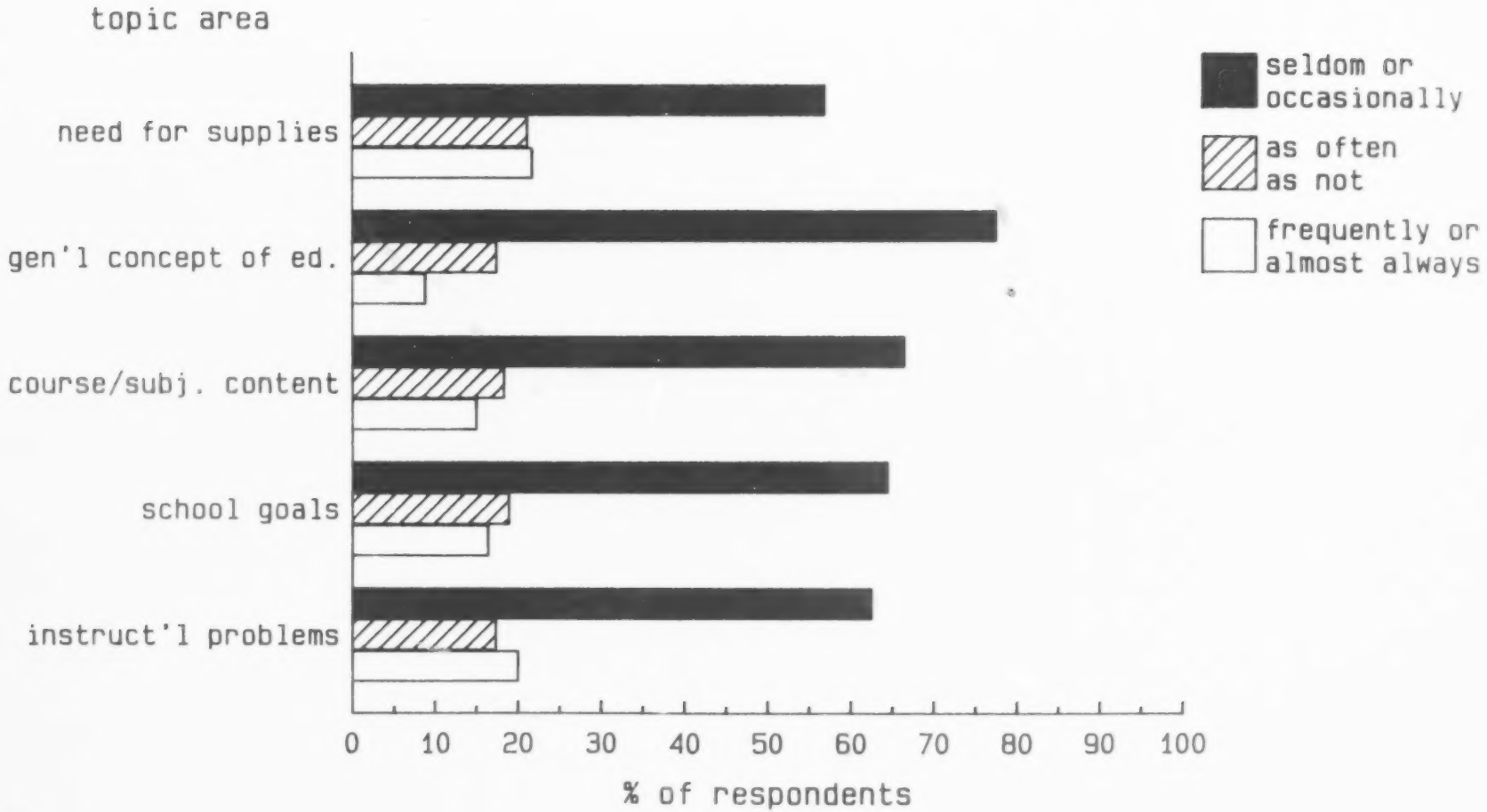
Frequency of Interaction



Who Initiates Interaction?

CHART 10: HOW OFTEN DO TEACHERS DISCUSS EACH OF THE FOLLOWING WITH THEIR BUILDING-LEVEL ADMINISTRATOR?



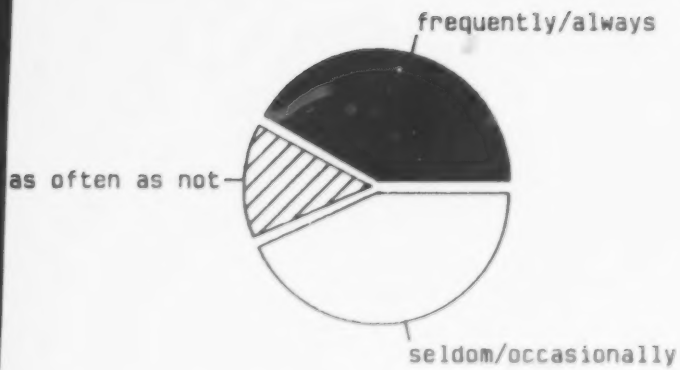

topic area
need for supplies
gen'l concept of ed.
course/subj. content
school goals
instruct'l problems
seldom or occasionally
as often as not
frequently or almost always
0
10
20
30
40
50
60
70
80
90
100
% of respondents

2. The Nature of Interaction

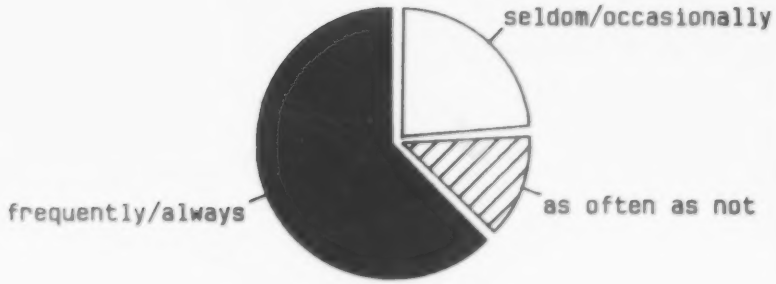
Another important issue on communication between teachers and building-level administrators is the style or nature of their communication. A supportive leadership style will often enhance the overall climate of schools, and professionals such as teachers typically respond to a supportive style in positive ways. Supportive leadership willing to praise good work and show appreciation for a job well done. Supportive leadership is also eager to involve teachers by asking them for information and opinions as well as by a supportive administrator responding to teacher queries about their work and clarifying teaching duties and responsibilities. The net effect of a supportive leadership style is a cooperative climate and a more effective school.

In the CART survey, teachers were asked about the nature of their interaction with building-level administrators. Specifically, they were asked: When you speak on a one-on-one basis, how often does your building-level administrator talk to you in the following ways? Chart 11 displays the results. The first two pies in Chart 11 deal with items that demonstrate an administrator's awareness of teachers' performance and a willingness to acknowledge their work. There are mixed results on how often administrators show appreciation for work. About 42% of the respondents say that their building-level administrators frequently or

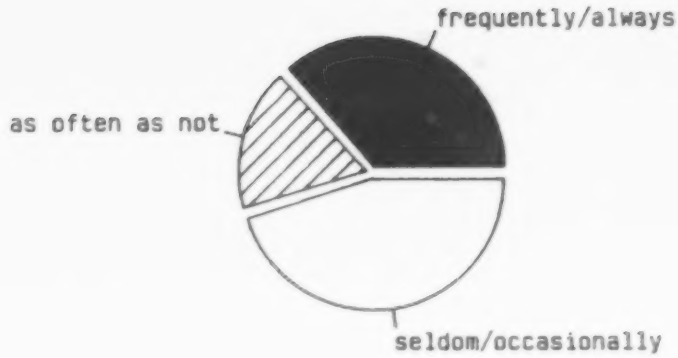
CHART 11: HOW OFTEN DO ADMINISTRATORS SPEAK TO TEACHERS IN EACH OF THE FOLLOWING WAYS?



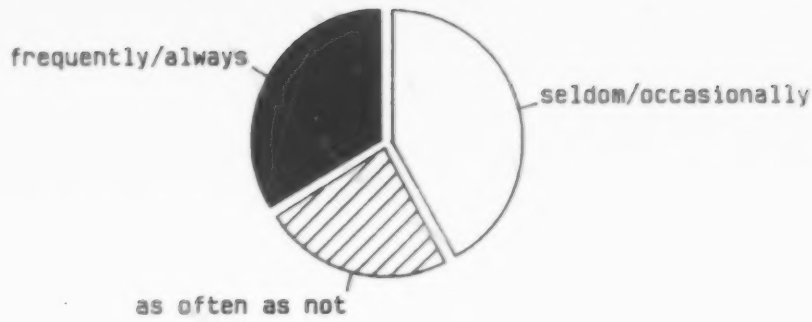
Shows appreciation for their work.



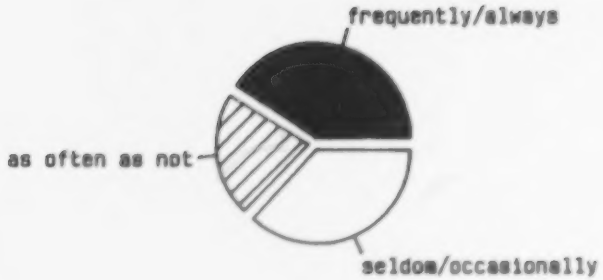
Shows confidence in them.



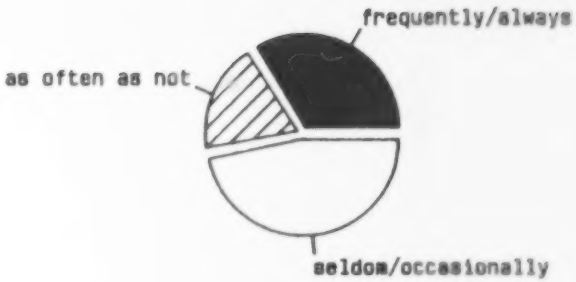
Asks for their suggestions or opinions.



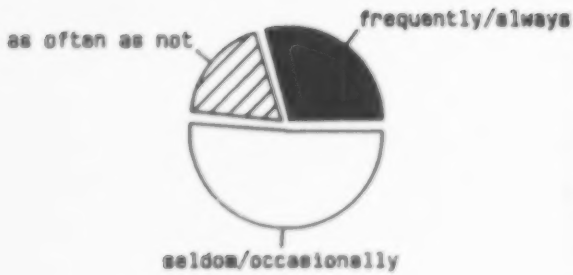
Asks them for information.



Explains things.



Gives helpful information or suggestions.



Clarifies what is expected of them.

always show appreciation while 43% say that their administrators seldom or occasionally speak to them this way. A far greater percentage of teachers indicate that their administrators frequently show confidence in them (62%).

The next pie charts cover items that show an administrator's willingness to involve teachers in decision-making by eliciting their opinions and information. Only about 35% of the respondents feel that their administrators frequently ask them for opinions or information, while between 42% and 45% feel that they are seldom asked for opinions or information.

The last three pie charts shows how often administrators give comments that explain, clarify, or improve the job of teaching. Chart 11 shows that about 41% of the respondents say that their administrators frequently explain things to them. Only 34% say administrators give helpful information or clarify what is expected of teachers. In fact, over half of the respondents feel that their administrators seldom clarify what is expected of them, and nearly half say they are seldom given helpful suggestions or information. This is rather disappointing; truly effective leaders must share their knowledge and information. This communication is a resource teachers need to perform their jobs as best they can.

Implications for Reform

Effective leadership is important to organizational effectiveness. In organizations like schools, effective administrator must have the qualities of a supportive leader. They must be willing to speak with some frequency to teachers and generally encourage interaction. They must maintain an awareness of teachers' work and acknowledge excellence in teaching. They must seek information and advice, and otherwise involve teachers in the decisions made in schools. And effective leaders must clarify the goals, expectations and responsibilities of school staff so that work is well coordinated and that teachers never have to guess about what is expected of them or their students.

The findings indicate that, in general, there is minimal interaction between teachers and administrators in many schools, and interaction over important issues seldom occurs. Furthermore, if we generalize the results concerning the nature of interaction, far too many school administrators fail to exhibit the qualities of supportive leaders. This seems to indicate that actions must be taken to:

- Increase the frequency of interaction between teachers and administrators.
- Widen the scope of dialouge between teachers and

administrators to include a greater variety of important school and job-related subjects.

- Promote communications bi-directionally; i.e., encourage interaction from both teacher to administrator and administrator to teacher.
- Train building-level administrators in supportive leadership skills and encourage the use of these skills.

Theme 4: Correlates of Teacher Job Satisfaction and Career Commitment

Teacher working conditions are important because they impact on the quality of teaching. Indeed, the basis of this study is that the best way to achieve "reform" and increase the overall excellence of schools is to pay close attention to the work climate and the resources provided teachers to do their jobs. In order for teachers to do the best they can, they must be permitted to work in the proper environment and they must be provided with sufficient resources to complete their job responsibilities.

In order to demonstrate the importance of work conditions to the quality of teaching, this section of our report presents a statistical analysis that demonstrates the relationship between working conditions and teacher job satisfaction and career commitment. The underlying premise of this analysis is that satisfied, highly committed teachers ultimately perform better than dissatisfied, uncommitted teachers and on the whole, they are more likely to stay in teaching and suffer less from phenomena like stress and burnout.

Charts 12 and 13 present the CART findings on the levels of teacher job satisfaction and career commitment. Overall, the summary job satisfaction measure has a mean of 3.10; this implies that teachers are somewhat satisfied with

CHART 12: HOW SATISFIED ARE TEACHERS WITH...

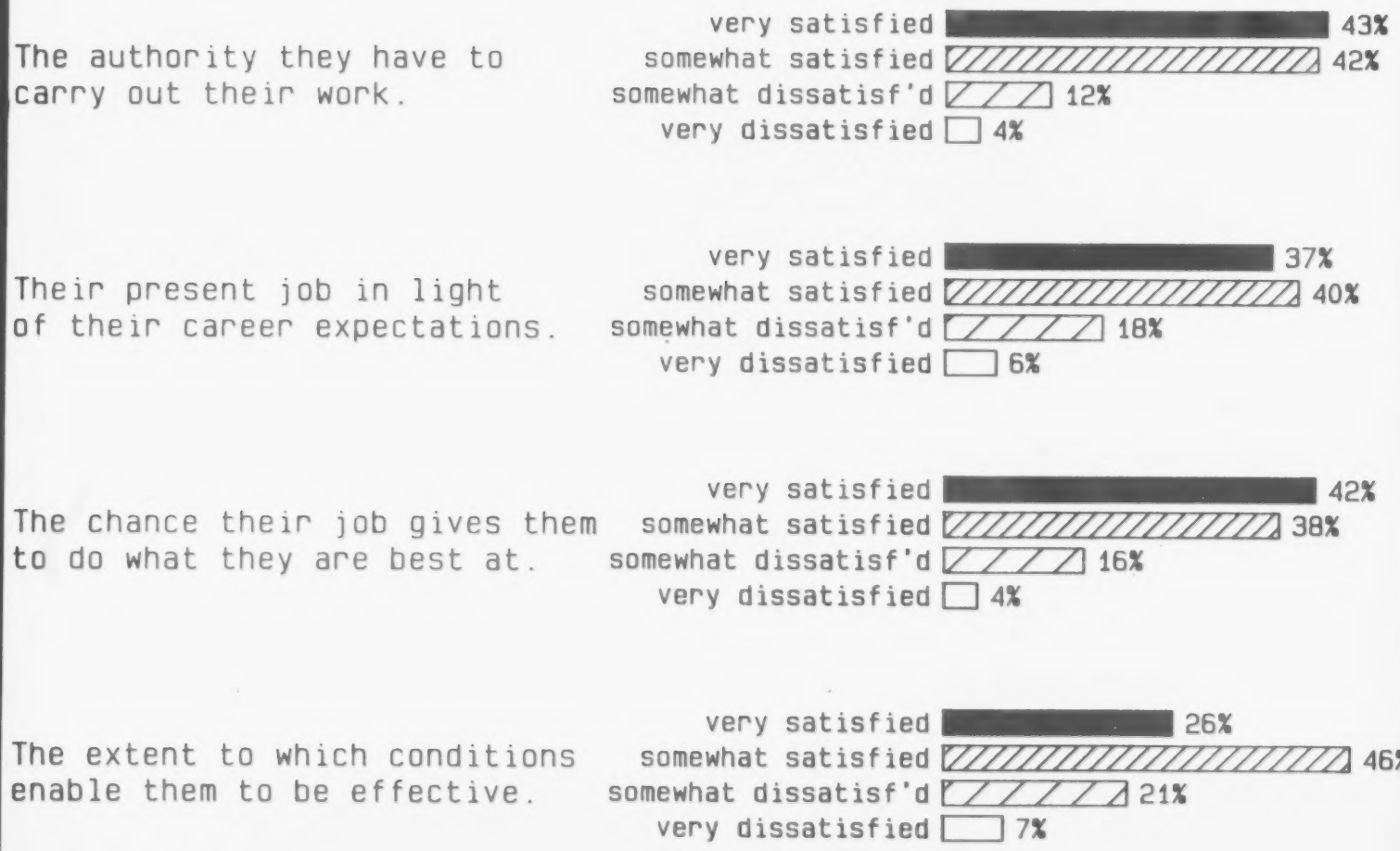
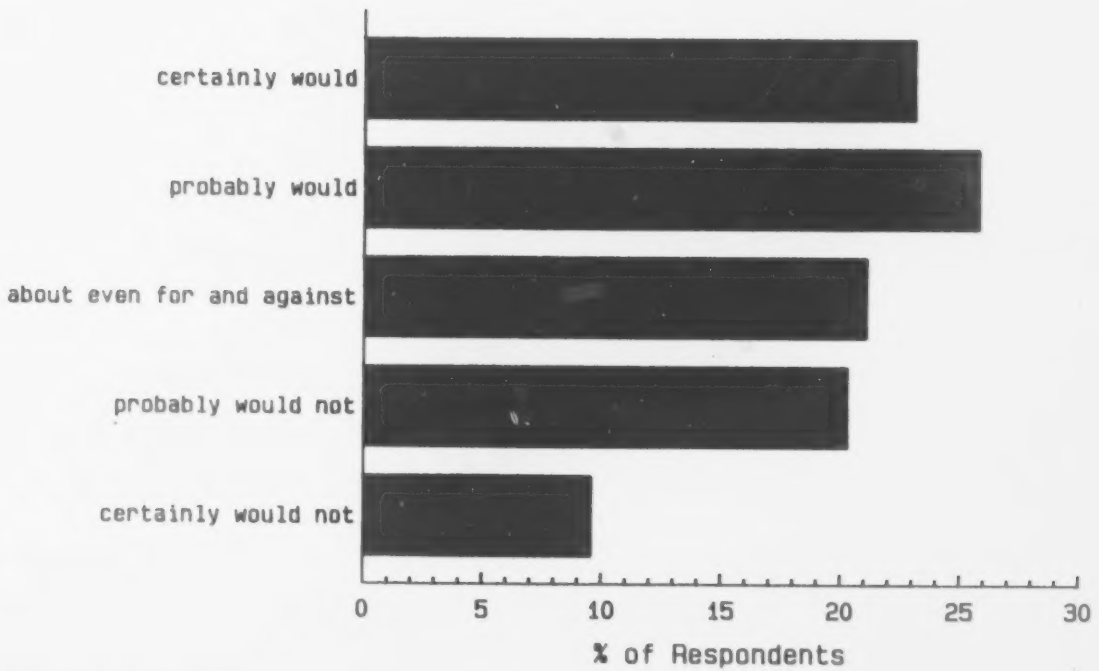

The authority they have to carry out their work.
very satisfied 43%
somewhat satisfied 42%
somewhat dissatisf'd 12%
very dissatisfied 4%
Their present job in light of their career expectations.
very satisfied 37%
somewhat satisfied 40%
somewhat dissatisf'd 18%
very dissatisfied 6%
The chance their job gives them to do what they are best at.
very satisfied 42%
somewhat satisfied 38%
somewhat dissatisf'd 16%
very dissatisfied 4%
The extent to which conditions enable them to be effective.
very satisfied 26%
somewhat satisfied 46%
somewhat dissatisf'd 21%
very dissatisfied 7%

CHART 13: IF TEACHERS COULD START OVER AGAIN, WOULD THEY BECOME TEACHERS?



their jobs. But chart 12 shows that on average one fifth to one quarter of the respondents are dissatisfied. Chart 13 shows that about half of the teachers responding to the survey would become teachers again if they had the opportunity to start their careers over, but over 30% probably or certainly would not. Another 20% are about evenly for or against becoming teachers again. These findings warrant concern in and of themselves, but the important question is which job-related factors most contribute to teacher job satisfaction and commitment to the teaching profession.

To examine this question, we grouped the CART Survey items into four categories of job-related factors: role conflict and ambiguity, supervisory behavior, decision deprivation, and resources. For each category, we performed a correlational analysis to tell us which work-related factors contribute to teacher satisfaction with the job of teaching and which factors contribute to teacher commitment to teaching as a career.

We found that all correlations are statistically significant. Because the test of significance is sensitive to the large sample size of the survey, for parsimony only correlations over .20 will be presented here. This will help us concentrate on only the strongest correlates of satisfaction and commitment.

1. Role Conflict and Ambiguity

Employees who occupy positions in an organization fulfill specific roles within that organization. The content of a role is determined by the objective demands made on a person and the expectations that person perceives that other people have of the role.

Many of the CART Survey items directly examined how teachers' perceive their roles and the expectations that exist for those roles. The findings from these items reveal both role conflict and ambiguity.

This section presents three summary measures that examine the correlation between role conflict and ambiguity and teacher job satisfaction and career commitment.

Role conflict may be thought of as the extent to which an individual feels subject to contradictory demands or expectations. There may be role conflicts over both policies and resources. A conflict over policies guidelines occurs whenever teachers perceive that policies are contradictory or incompatible. A conflict over resources occurs whenever teachers perceive that they are asked to perform jobs without the resources needed to complete them.

Role ambiguity, unlike role conflict, is not concerned with the degree to which expectations are incompatible. Rather, role ambiguity arises when teachers' roles are not

well defined, or when responsibilities are not made clear.

Role conflict and ambiguity are important work-related conditions because they represent how well a job is defined. If a person's role in an organization is inherently conflictual, that person cannot perform the job properly because doing one part of the job interferes with doing another part. If a job is ambiguous, incumbents must guess about what they are supposed to do in the first place.

Results And Implications

	Job Satisfaction	Career Commitment
Conflict Over Expectations	.48	-.23
Conflict Over Resources	.45	-.24
Role Ambiguity	-.47	---

All three measures are highly correlated with job satisfaction, and both conflict measures are highly correlated with career commitment. Both conflict measures are negatively phrased, so that the higher the score, the lower the conflict. The correlations indicate that the lower the incidence of role conflict, the more satisfied and committed to teaching teachers will be. Findings also indicate that the more teachers report that their jobs are ambiguous, the less satisfied they are with their jobs.

This is consistent with our expectations and reinforces the notion that ill-defined and conflictual roles

have negative consequences. The implication of these findings is that to the greatest extent possible, the content of the role of teacher should be examined and modified so that expectations are not in conflict, so that proper resources are provided to complete assigned tasks, and so that teachers know what is expected of them in their jobs.

2. Supervisory Behavior

Earlier in this report we discussed the importance of teacher interaction with building-level administrators. This section presents three summary measures that examine the correlation between supervisory behavior toward teachers and teacher job satisfaction and career commitment. The first, measure positive supervisory behavior, examines those behaviors that are indicative of a supportive administrator. Such administrators, as noted earlier, are complimentary of good performance, supportive of a participative environment, and willing to clarify expectations and explain job duties to teachers.

The second and third measures of supervisory behavior examine negative or unsupportive administrator orientations. One variable is critical supervisory behavior; this measures the extent to which supervisors criticize teachers and question their competence. The second variable is unhelpful supervisory behavior the extent to which supervisors are generally formal and do not respond to teacher queries for guidance.

We would expect that the more supervisors act in a positive, supportive way, the more teachers will be satisfied and committed to their jobs. Alternatively, to the degree that supervisors are critical and unhelpful, the opposite is likely to occur. The importance of a building-

level administrator's orientation cannot be understated; the actions of administrators are critical to determining the overall climate of schools. A positive, cooperative climate will yield a more relaxed, dynamic and well-coordinated teaching force while a generally negative, competitive or critical climate will yield isolated, defensive teachers acting independently to protect their own turf.

Results and Implications

	Job Satisfaction	Career Commitment
Positive Supervisory Behavior	.36	---
Critical Supervisory Behavior	-.25	---
Unhelpful Supervisory Behavior	-.33	---

The results show that while the supervisory behavior measures are important as correlates of job satisfaction, they are not particularly associated with career commitment. This may indicate that while a supervisor's orientation has an impact on how teachers feel about their jobs, it does not affect how teachers feel about their decisions to become teachers. Teachers' commitment to teaching as a career is not affected by their supervisor's orientation. Instead, the correlations show that increased positive supervisory behavior enhances satisfaction, and increased critical and unhelpful supervisory behavior promotes dissatisfaction.

3. Decision Deprivation

To measure whether teachers feel that they have enough opportunity to participate in decision-making, the CART Survey included two sets of items: the first asked teachers to rate how much of an opportunity they have to participate in decision-making, and the second asked them to rate how much of an opportunity they feel they should have in the decision-making process. The difference between how much participation teachers feel they should have and how much they actually do have is a measure of decision deprivation.

The concept of decision deprivation was introduced earlier in this paper. We created a summary scale of CART Survey items to examine the overall impact of decision deprivation on teacher satisfaction and career commitment. Decision deprivation is indicative of a feeling of powerlessness and non-involvement, and we expected it to be related to both satisfaction and career commitment.

Findings and Implications

	Job Satisfaction	Career Commitment
Decision Deprivation	-.42	.23

The findings support our contention about the importance of decision deprivation. Increased deprivation is

linked to both lower levels of satisfaction and lower degrees of career commitment. Deprivation and the tight bureaucratic culture that epitomizes organizations in which deprivation is high have real consequences for teachers and their ability to perform well. To the degree that schools can be re-oriented to a participative culture, or to the degree that school administrators are willing to accept a participative decision-making structure, real gains can be made in terms of achieving excellence and allowing teachers to perform up to their capabilities.

4. Resources

The issue of resource allocation was discussed in some depth in Theme 1 of this report. We created two summary scales of CART Survey items to measure the overall extent to which the quantity and quality of resources create job-related problems for teachers. The resource quantity problems scale addressed the degree to which insufficient quantity of resources creates problems for teachers. Resource quality problems address the degree to which an inadequate quality of resources creates problems for teachers.

To the degree that resource-related problems exist, teachers will have difficulty in performing their job responsibilities, and we expect that both satisfaction and commitment would be lower. Alternatively, if teachers are provided with the resources they need in sufficient quantity and of adequate quality, we would expect that they would generally be more satisfied and committed to teaching.

Results and Implications

	Job Satisfaction	Career Commitment
Resource Quantity Problem	-.49	.28
Resource Quality Problem	-.49	.23

Results support our assumptions. Both quantity and

quality-related problems are highly associated with job satisfaction and career commitment. Higher frequencies of resource problems are linked to lower job satisfaction and lower career commitment.

In short, teachers who confront resource problems and react negatively, become disenchanted and feel less committed to teaching as a career.

Conclusion

The message this report conveys is clear: if we remove the obstacles that prevent teachers from doing their jobs, we will create a school organization that supports the effectove completion of teacher job responsibilities. If teachers become more effective, they will be more satisfied with their work and more committed to their careers. It is not teacher motivation that is the issue: teachers enter their profession already motivated to do good work. The real question is: Given the current conditions in schools, are teachers able to do good work? This report has demonstrated that in many schools the answer is a resounding "no," and steps must be taken to alter the working conditions and style of leadership that currently exist in far too many school buildings.

Unless we as a nation are willing to do something about school working conditions, we will make little progress to meaningful educational reform "Reforms" that seek to motivate teachers to perform better addressed the wrong issues. We must allow teachers to reach their potential by First removing the barriers to the effective performance of their jobs.

There are no quick-fixes to school reform. Following the suggestions presented in this report will not right all the wrongs in American education. But in our opinions it

would be a giant step in the right direction.

We must stop neglecting our most valuable educational resource --teachers-- by disregarding working conditions and job resources in our reform efforts. In many schools, working conditions foster mediocrity, not excellence, and the spirit and commitment of teaching professionals suffers. Allow teachers to do the best they can by creating a work environment that supports their efforts, and we will be that much closer to having the schools as a nation we desire and deserve.

Technical Appendix

The survey items and constructed scales used in the CART Survey and not described elsewhere in this report are described in this appendix. For each measure, descriptive statistics are presented. Additionally, the exact response frequencies for all questions graphically presented in the text of this paper are presented for reference.

The Sample

The CART survey was sent to 2,530 randomly selected individuals listed in the National Education Association membership file. Exactly 1,789 completed surveys were tabulated, for a response rate of 71%. Approximately 47% of the respondents work in elementary schools; 12% in middle schools; 10% in junior high schools; and 28% in senior high schools. About 78% are regular classroom teachers, 11% special education teachers and 11% "other."

Description of Scale Measures

Job Satisfaction and Career Commitment

Job satisfaction may be considered a positive or pleasurable feeling about one's job. The job satisfaction scale used in this study consists of the answers to the following survey items:

> In general, how satisfied are you with each of the following in your current teaching situation?
>
> 1. The authority you have to carry out your work.
> 2. Your present job in light of your career expectations.
> 3. The chance your job gives you to do what you are best at.
> 4. The extent to which conditions in your school enable you to be effective in your job.
>
> (1 = very dissatisfied: 4 = very satisfied)

Career commitment is operationalized through responses to a survey item that asks teachers if they would go into teaching again if they could start their careers over again.

> Suppose you could go back to your college days and start over again; in view of your present knowledge, would you become a teacher?
>
> 1 = certainly would become a teacher
> 2 = probably would become a teacher
> 3 = chances about even for and against
> 4 = probably would not become a teacher
> 5 = certainly would not become a teacher

Role Conflict and Ambiguity

People who occupy positions in an organization fulfill specific roles within that organization. The content of the role is determined by the objective demands made on the person in the role and the expectations that other people have of the role.

Three measures in the CART study deal with teachers' perceptions of their roles and the expectations that exist about that role. The first two variables deal with role conflict. Role conflict may be thought of as the extent to which an individual feels subject to contradictory demands or expectations. One role conflict measure deals with conflict over policies or guidelines. The three items that make up this scale are:

> Please circle the response that most accurately describes your experience in your current teaching situation:
>
> 1. I often work under incompatible policies and guidelines.
> 2. I often have to buck a rule or policy to carry out an assignment.
> 3. I often receive incompatible requests from two or more people.
>
> (1 = very true: 5 = very false)

The second role conflict variable involves conflict over resources or resource allocation. This scale is made up of

these three items:

> Please circle the response that most accurately describes your experience in your current teaching situation:
>
> 1. I often receive instructions without adequate resources and materials to execute them.
> 2. I often receive extra assignments without adjustments to the ones I already have.
> 3. There isn't enough time during my regular workday to do everything that's expected of me.
>
> (1 = very true: 5 = very false)

Role ambiguity is the extent to which the demands and expectations placed on an individual in his or her role are not made clear. Role ambiguity is constructed from the following survey questions:

> Please circle the response that most accurately describes your experience in your current teaching situation:
>
> 1. I feel certain about how much authority I have.
> 2. I know what my responsibilities are.
> 3. I know exactly what is expected of me.
>
> (1 = very true: 5 = very false)

A low score on the conflict measures implies that a high level of conflict exists, while high scores imply that little role conflict is experienced. In contrast, a low score on the role ambiguity scale implies that little role

ambiguity exists and a high score means that a great deal of ambiguity is experienced.

Supervisory Behavior

Three measures were constructed to tap the nature of the interaction teachers have with building-level administrators. Specifically, teachers were asked:

> When you speak on a one-to-one basis, how often does your building-level administrator talk to you in the following ways?
>
> 1. Shows appreciation for your work.
> 2. Shows confidence in you.
> 3. Assigns you specific tasks.
> 4. Explains things.
> 5. Gives helpful information or suggestions.
> 6. Asks for your suggestions or opinions.
> 7. Asks you for information, clarification or explanation.
> 8. Criticizes your ideas or plans.
> 9. Criticizes things you do.
> 10. Questions your personal competence.
> 11. Refuses to help when asked.
> 12. Is unnecessarily formal.
> 13. Gives excess, unnecessary information or comments.
> 14. Clarifies what is expected of you.
>
> (1 = seldom or never: 5 = almost always)

The first measure is called <u>positive supervisory behavior</u>, and it consists of questions 1 through 7 and question 14. This measure examines the degree to which buildinglevel administrators are generally supportive and encourage teacher involvement at work. A high score on this scale means that building-level administrators are perceived as very supportive.

The second measure consists of items 8, 9, and 10, and

it is called critical supervisory behavior. The third scale, unhelpful supervisory behavior, is made up of items 11, 12 and 13. These two scales measure the degree to which building-level administrators are critical or non-supportive and generally unhelpful to teachers. High scores on these scales mean that teachers feel that administrators are extremely critical or unhelpful.

Decision-Making

A critical question about the decision-making structure in schools is whether teachers feel that they have enough of an opportunity to participate in decision-making. To measure this, the CART study included two sets of items: The first asked teachers to rate how much of an opportunity they have to participate in decision-making, and the second asked them to rate how much of an opportunity they feel they should have in the decision-making process. The decision-areas are:

1. The school to which you are assigned.
2. The subject(s) or grade level(s) you are assigned to teach.
3. Assignment of students to your class(es).
4. Removing students from your classroom for special instruction or assistance.
5. Designing or planning the use of facilities.
6. Budget development.
7. Expenditure priorities.
8. Staff hiring.
9. Evaluations of your performance.
10. Student discipline codes.
11. Standardized testing policies.
12. Grading policies.
13. Procedures for reporting student achievement /progress to parents.
14. Student rights.
15. What to teach.
16. How to teach.
17. The textbooks and workbooks that will be available for use.
18. The specific textbooks and workbooks that you will use in your class(es).
19. Staff development opportunities offered by your school/school district.

(1 = seldom or never: 4 = always or almost always)

By taking the difference between the "should have" measure and the "actually have" measure, a summary of <u>decision deprivation</u> is created. To standardize the measure, a constant value of four was added to each score; the scale therefore ranges from:

1	4	7
saturated with decision-making participation opportunities	amount of decision-making opportunities alright as is	deprived of decision-making participation opportunities

Resources

Teachers were asked to assess how often the quantity or quality of resources created problems for them in doing their jobs. Two summary scales were created to assess the overall degree to which resource deficiences affect teachers.

The resources teachers were queried about are:

1. Textbooks.
2. Other published instructional materials.
3. Instructional material developed on your own.
4. Instructional materials developed with or by other teachers.
5. Audio-visual materials.
6. Audio-visual equipment.
7. General classroom supplies.
8. Money to purchase supplies or equipment for special purposes.
9. Classroom space.
10. Space for special acctivities.
11. Storage space.
12. Time for direct instruction of students.
13. Time for planning and preparation.
14. Time for grading and reviewing student work.
15. Time for counseling individual students.
16. Time for attending professional workshops and conferences.
17. Advice and feedback from building-level administrators.
18. Advice and feedback from other teachers.
19. Advice and feedback from staff specialists.
20. Formal evaluations of your performance.
21. Staff development opportunities provided by your school district.
22. Information provided by standardized test results.
23. Information resulting from tests developed on your own.
24. Information resulting from tests developed with or by other teachers.
25. Information contained in school and departmental files.
26. Information contained in your own resource files.

27. Assistance from student teachers.
28. Assistance from teacher aides.
29. Assistance from secretarial or clerical staff.
30. Assistance from staff or school district specialists.
31. Assistance from other teachers.
32. Assistance from custodial staff.
33. Assistance from building-level administrators.

The problems due to quantity of resource scale includes all 33 items; the problems due to quality of resources scale exclude items 3, 4, 8, and 12 through 16.

Teachers were given the following response choices:

Insufficient quantity/inadequate quality has created a problem:

1	2	3	4
Not at all	Occasionally	Often	Constantly

Additionally, respondents were given a category choice that permitted them to indicate that a resource is not needed (for quantity) or that it is not available (for quality).

High scores on either of the resource scales implies that teachers experience a great deal of problems due to resource inadequacies.

Means, Standard Deviations and Ranges of Scale Measures

variable	mean	st dev	min,max
job satisfaction	3.10	0.68	1.0, 4.0
career commitment	2.68	1.29	1.0, 5.0
conflict over expectations	3.79	0.95	1.0, 5.0
conflict over resources	3.00	1.05	1.0, 5.0
role ambiguity	1.83	0.71	1.0, 5.0
positive supervisory behavior	2.97	0.93	1.0, 5.0
critical supervisory behavior	1.31	0.57	1.0, 5.0
unhelpful supervisory behavior	1.50	0.71	1.0, 5.0
decisional deprivation	5.01	0.61	3.2, 6.8
quantity of resource problems	1.91	0.52	1.0, 4.0
quality of resource problems	1.70	0.51	1.0, 4.0

Response Frequencies

Sources of Job-Related Knowledge and Skills

	% who find source "definitely effective"
Experience as a teacher	92%
Consultation with other teachers	52%
Observation of other teachers	50%
Study/research pursued on own	46%
Graduate courses in field of specialization	37%
Consultation with field specialist	32%
Undergraduate courses - field of specialization	31%
Professional conferences/workshops	24%
Professional journals	20%
Graduate courses in education	19%
Formal evaluation of performance	16%
Consultation with administrators	15%
Undergraduate courses in education	13%
In-service training	13%

Percentage of Respondents Experiencing
Problems Due to Insufficient Quantity of Resources

Resource	Experience Problems		
	Constantly	Often	Occasionally
Time for:			
counseling	25.9	33.0	28.3
grading	27.0	28.2	28.2
planning	23.3	25.1	31.1
instruction	9.7	20.1	40.1
workshops	9.7	18.5	39.1
Space for:			
storage	20.3	19.2	26.9
activities	15.6	19.9	28.8
classroom	13.0	16.5	25.7
Advice & Feedback from:			
administrators	7.3	16.9	37.8
other teachers	3.5	11.2	39.9
staff specialists	6.5	14.9	34.9
Assistance from:			
administrators	5.8	11.8	39.1
staff specialists	6.3	12.7	34.8
clerical staff	7.5	11.0	26.7
custodial staff	6.0	11.5	31.2
teacher aides	12.3	10.0	14.5
Equipment, Supplies & Material:			
classroom supplies	4.8	12.0	36.7
A.V. materials	5.2	11.2	35.3
A.V. equipment	5.9	10.2	33.6
textbooks	4.2	7.4	27.6
workbooks	6.7	8.7	22.2
money for supplies	15.1	20.8	35.0
Knowledge, Skills & Information:			
staff development	7.3	14.3	33.2

Percentage of Respondents Experiencing
Problems Due to Inadequate Quality of Resource

Resource	Experience Problems		
	Constantly	Often	Occasionally
Space for:			
storage	16.1	18.0	26.8
activity	12.1	18.0	28.4
classroom	4.5	10.9	34.5
Advice & Feedback from:			
administrators	7.0	13.2	36.4
other teachers	2.3	5.8	34.9
staff specialists	5.2	9.4	31.4
Assistance from:			
administrators	6.0	10.9	37.6
staff specialists	5.6	10.0	34.2
clerical staff	5.0	6.9	26.2
custodial staff	6.5	9.4	31.4
teacher aides	6.7	6.0	15.2
Equipment, Supplies & Material:			
classroom supplies	4.5	10.9	34.5
A.V. Materials	5.7	13.3	32.8
A.V. Equipment	6.1	12.4	32.7
textbooks	4.0	11.2	32.5
workbooks	4.2	9.8	24.7
Knowledge, Skills & Information:			
staff development	7.5	15.0	33.6

Decisional Deprivation

Should teachers have more, the same, or less of an opportunity to participate in decision-making in each of the following areas?

	% of Respondents		
	Should have more	Should have same	Should have less
School Assignments	58.4	34.0	7.6
Grade Level/Subject Assignments	56.7	36.5	6.8
What to Teach	57.5	37.7	4.8
How to teach	45.3	49.8	4.9
Texts Available for Use	53.4	42.4	4.2
Texts Used in Own Classes	51.0	45.8	3.3
Staff Development Opportunities	69.9	26.4	3.7
Evaluation of Own Performance	62.8	35.2	2.0
Designing and Planning Use of Facilities	67.0	26.8	6.2
Staff Hiring	62.8	35.2	2.0
Standardized Testing Policies	83.6	14.4	2.0
Student Discipline Codes	70.2	26.2	3.6
Grading Policies	73.5	23.3	3.2
Student Rights	71.9	25.1	2.9
Expenditure Priorities	72.5	22.9	4.6
Budget Development	70.2	25.3	4.5

Frequency of Interaction with Building-Level Administrators

How often do teachers speak on a one-to-one basis with building-level administrators?

	% of respondents
several times a day	19.1
once or twice a day	27.1
a few times a week	28.6
once a week	7.4
less often than weekly	17.8

Who initiates the contact?

	% of respondents
almost always the administrator	2.9
generally the administrator	4.2
about 50/50	62.2
generally the teacher	21.8
almost always the teacher	8.9

Content of Interaction with Building-Level Administrators

How often do teachers discuss each of the following with their building-level administrator?

	seldom or occasionally	as often as not	frequently or almost always
own career plans	81.4	10.9	7.7
own training needs	85.3	8.9	5.9
assignment adjustments	77.9	13.7	8.3
general concept of education	77.6	13.5	8.9
course/subject content	66.5	18.4	15.1
school goals	64.5	19.0	16.5
instructional problems	62.5	17.4	20.1
own performance	65.3	19.7	15.0
need for resources	66.6	20.5	12.9
need for supplies	56.9	21.2	21.8

Nature of Interaction with Building-Level Administrators

When teachers and administrators speak, how often do administrators speak to teachers in the following ways?

	frequently/ always	as often as not	seldom/ occasionally
shows appreciation for their work	41.7	15.1	43.2
shows confidence in them	62.4	13.8	23.8
asks for their suggestions or opinions	36.4	18.5	45.1
explains things	40.8	22.3	36.9
gives helpful information or suggestions	33.7	19.6	46.7
clarifies what is expected of them	29.4	19.3	51.3

Career Commitment

If you could start over again, would you become a teacher?

	% of Respondents
Certainly Would	23.1
Probably Would	25.8
About Even For and Against	21.1
Probably Would Not	20.3
Certainly Would Not	9.6